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OTTAWA · CARLETON IN REVIEW

A BASIC INFORMATION BOOKLET



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AUGUST 1975

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OTTAWA-CARLETON IN REVIEW

A Basic Information Booklet

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Introductory Note

The Ottawa-Carleton Review Commission was set up in the summer of 1974 by the Ontario government. More exactly, it was set up by the Ministry of ^uTresury, Economics and Intergovernmental Affairs.

The Terms of Reference of the Commission are, broadly, to study and make recommendations on any ^m~~an~~ matter relevant to the Regional Municipality of Ottawa-Carleton.

This Information Booklet will be widely distributed and has been prepared to make available to all those interested a fund of factual information about the Region and its component parts. One hopes that this material can be taken as common ground by all those authorities and persons who may wish to present briefs, or make other representations to the Commission.

The Booklet omits some topics which are within the Terms of Reference because of their technical nature. This is true for instance, of the internal administrative and committee system of the Regional Municipality and the area municipalities; estimates of future service requirements of the municipalities; the relation of elected councils to special purpose bodies; and the appropriateness of the internal and external municipal boundaries.

Again some topics have been touched upon very lightly, and further research is necessary before any considered recommendations can be made. Among these topics are: the tax base and its level; the distribution of functions between the RMOC and the area municipalities; municipal employment and the question of "overlapping"; the analysis of municipal decision making and the extent of public participation; and of course, the complex and unique relations between the federal government and its agencies to the municipal system in the Region.

At the end of each Chapter, questions have been added in order to elicit opinion. Some of these questions are deliberately made provocative. The answers given and judgements made should if possible, be supported by reasoned arguments.

Special thanks for helping to prepare this Booklet must be given to Clinton Archibald and Robert Fox, and thanks also to the many local officials and others who willingly gave of their knowledge.

Briefs will be heard throughout the autumn of 1975 and perhaps later - generally in public - at times and places to be announced.

Anyone wishing further information or copies of this Booklet, may get in touch with the Commission at its Office.

HENRY B. MAYO

Commissioner

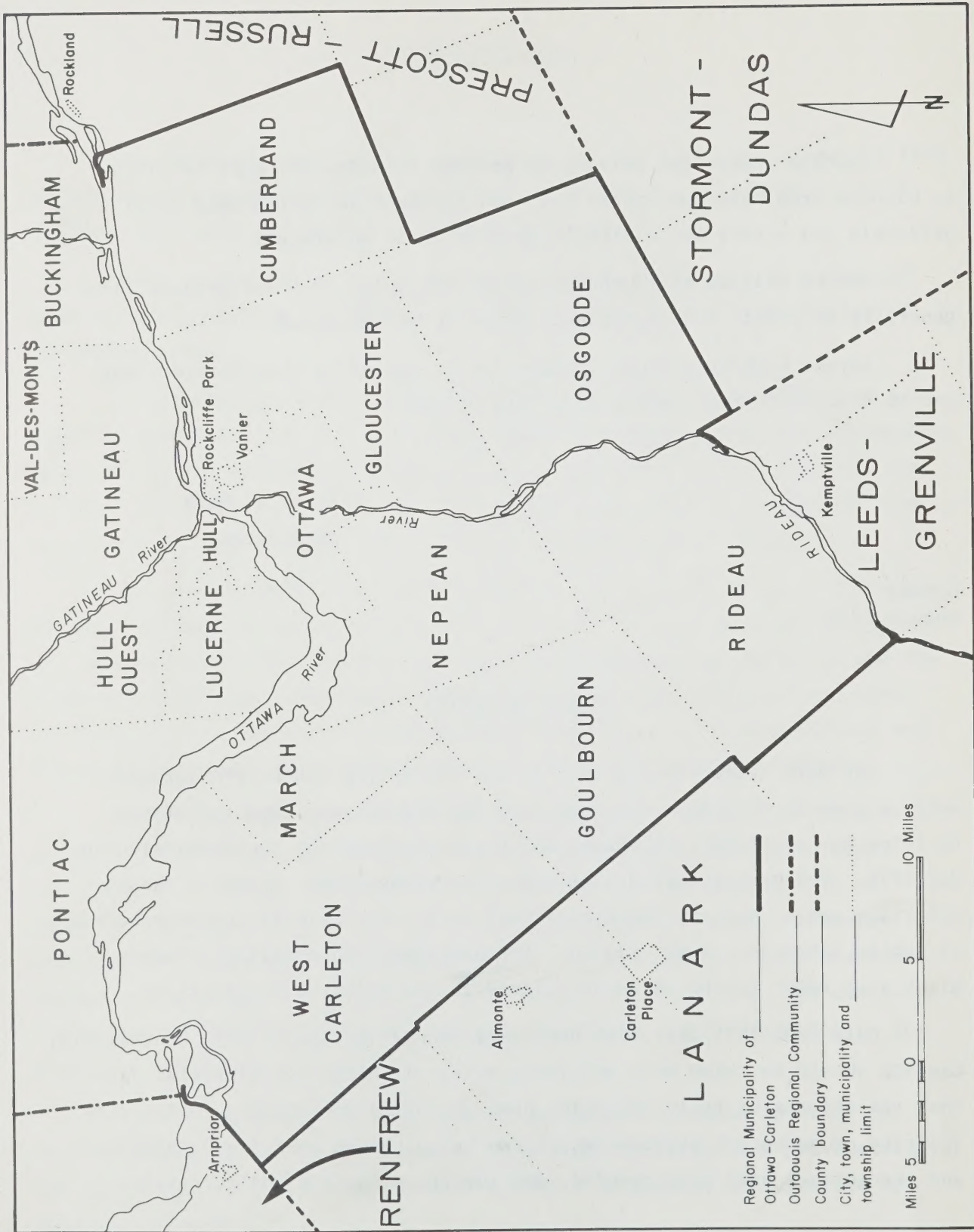
Ottawa
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Notes on Tables

The data quoted in the text or set out in the tables are intended only as summary measures, and have been derived in part from the Ottawa-Carleton Review Statistical Base, which was published by the Commission in May 1975. For more detailed statistics including annual rates of change, reference can be made to the Statistical Base, available at the main branch of public libraries in the Region. For additional information, readers might also refer to the documents listed in the Selected Bibliography.

Data from 1973 have been used only when 1974 figures were unavailable. Caution should be taken when analysing rates of change for financial data in that the effects of price inflation have distorted to some degree the real quantity of goods and services which can be purchased over time. Figures and percentages have been rounded, and therefore may not add to totals.

R M O C and ADJACENT MUNICIPALITIES



Chapter 1

A Sketch of Municipal Organization

The Regional Municipality of Ottawa-Carleton (RMOC) was established by an Act of the Ontario Legislature, in 1968, and began its operations on January 1, 1969. Ottawa-Carleton was thus the first of the regional governments to be set up in Ontario (not counting Metropolitan Toronto). The RMOC is composed of eleven municipalities, including the cities of Ottawa and Vanier, the village of Rockcliffe Park, and the townships of Cumberland, Gloucester, Goulbourn, March, Nepean, Osgoode, Rideau, and West Carleton. This represents a reduction from the sixteen municipalities which originally constituted the Region.

The government of Ottawa-Carleton is a "two-tier" regional system of which there are some twelve in the province of Ontario, including Metropolitan Toronto and the District of Muskoka. That is, the upper tier (or Regional Council) is given certain functions, while the lower tier (or area municipalities) performs other functions.

Ottawa-Carleton is located at the confluence of the Rideau River and the Ottawa River. It takes in the area of the former Carleton County, and Cumberland township from the adjacent United Counties of Prescott and Russell.

The Region's Past

Samuel de Champlain travelled up the Ottawa River as early as 1613, camping at an Algonquin canoe landing at the foot of Chaudière Falls. Yet it was almost two centuries before the area passed from the exclusive domain of traders and trappers to include the first established homesteads.

Philemon Wright, a farmer from Massachusetts, settled on the Quebec side of the Ottawa River in 1800, and established the region's first industry -- the harvesting of square timber, for the British Navy. The prospects of cheap land and lucrative white pine lured more settlers to the region: people with names such as Honeyman, Billings, Dow, Sparks, and MacKay.

The development of the region was greatly stimulated by the arrival in 1826 of Colonel John By of the Royal Engineers. By was responsible

for the construction of a canal to link Kingston with the Ottawa River. Now called the Rideau Canal, it was originally intended as an alternate waterway between Upper and Lower Canada, should the St. Lawrence be blocked, in the event of another war with the Americans. With By came an influx of labourers and capital, which resulted in the construction of a townsite, which was later called Bytown, and still later, the city of Ottawa.

The turning point in the history of the region, however, was the selection, in 1857, of the city of Ottawa as the capital of the United Province of Canada. Again, in the British North America Act of 1867, Ottawa was designated as the "Seat of Government" in the new Confederation. The growth of Ottawa and the surrounding area has been largely tied to that of the federal government ever since. (For further discussion of the federal presence see Chapter 12.)

The Area Municipalities

The City of Ottawa was incorporated in 1855. Since that time the population has increased from about 10,000 to 295,530. Accompanying this increase in population has been an expansion of boundaries, first to the east and then, more extensively, to the west.

The political structure of the city can be described as a council-board of control system. This arises from provincial legislation which, until 1962, required municipalities with a population in excess of 100,000 to have a board of control. A two-thirds vote of council and the approval of the Ontario Municipal Board is required to alter the system. There are very few boards of control left in Ontario. Among the regional governments, only the cities of Hamilton and Ottawa have such boards. Outside the regions, only the city of London has a board of control.

The council is comprised of the mayor as chairman, the four controllers and the eleven aldermen. The mayor and controllers are elected at large; the aldermen by ward. According to The Municipal Act, "the powers of a municipal corporation shall be exercised by its Council". The Act then makes detailed reference to the rights and responsibilities of the council.

The board of control serves as an executive committee of council and is composed of the mayor and the controllers. It is responsible

for the preparation of the budget, the nomination of senior administrative personnel, etc. Recommendations of the board have priority at meetings of the council, although these recommendations may be rejected or altered by a simple majority vote of council.

The bulk of the council's business is directed through one of two committees which coincide with the breakdown of the service functions for the city. The Community Development committee is composed of six aldermen and a controller as a non-voting member, with the Physical Environment committee comprised of the remaining five aldermen and a non-voting controller. These committees are responsible, with the advice of their respective commissioners, for the formulation of policy and the recommendation of budgetary priorities to the board of control.

Incorporated as a town in 1909 and as a city in 1963, the City of Vanier changed its name from Eastview in 1969. Covering an area of only one square mile, Vanier is totally enclosed by the city of Ottawa, and is the most densely populated of area municipalities within the region. The council of Vanier includes the mayor, who is elected at large, and four councillors who are elected, one from each ward.

The Village of Rockcliffe Park is the smallest of the constituent municipalities, both in terms of population and area. Incorporated in 1925, the village, as with Vanier, is an enclave surrounded by the city of Ottawa. It is governed by a council composed of a mayor and four councillors, all elected at large. Each of the councillors, upon election, assumes primary responsibility for certain aspects of the municipality's activities, for example, planning and conservation.

The Township of Cumberland, which forms the north-east boundary of the Region, has the largest population of the rural townships. The main centres are the villages of Cumberland and Vars. The township council consists of the reeve and four councillors, each of whom is elected at large.

The Township of Gloucester, incorporated in 1850, is the third most populous municipality in the region, after the city of Ottawa and Nepean township. In the past decade, Gloucester has undergone a major transition, as new housing developments have more than doubled the population. The population centres are Orleans, Blackburn Hamlet

and Leitrim, though much of the area adjacent to the city is highly built up. The council of Gloucester township is composed of a reeve, a deputy reeve and three councillors, all elected at large.

Goulbourn Township has had no boundary changes from its incorporation in 1850. In 1973, the passing of Bill 189 provided for the amalgamation of the existing township with the villages of Richmond and Stittsville, the former having been incorporated in 1850, the latter in 1961. Goulbourn is governed by a council consisting of a mayor, who is elected at large, and eight councillors, two elected from each of four wards. The initial term of the present council is three years (1974, 1975 and 1976), after which time it will revert to a normal schedule of election every two years.

March Township, the smallest of the townships in the Region, had maintained its primarily agrarian nature from the time of its incorporation in 1850 until the past decade. With the development of Kanata in 1965, however, there has been a rapid increase in the population of the area. The council of March township is composed of the mayor and four councillors, elected at large.

Nepean Township is the most urbanized of the townships in the Regional Municipality. Since its incorporation in 1850, and particularly in the early part of the century, Nepean's area has been diminished by a series of annexations by the city of Ottawa. As a result, it is one of the smaller townships in the Regional Municipality. Despite this, it has the largest population, as development in the last decade has swelled the number of Nepean residents. Nepean has a council of seven, consisting of the reeve, the deputy reeve and five councillors, each of whom is elected at large.

The Township of Osgoode was incorporated in 1850. Before the restructuring of the townships in the western part of the Region, Osgoode had been the largest municipality in Ottawa-Carleton. It is now the third largest. Except for a small section which was annexed in 1973 to Rideau Township, Osgoode has maintained its original boundaries. It is governed by a council comprised of a reeve and four councillors, elected at large.

Rideau Township was created in 1973 when provincial legislation brought about the amalgamation of the townships of Marlborough and North Gower and annexed parts of Gloucester, Nepean and Osgoode townships. The resulting municipality covers an area second only to West Carleton. The primary centres of population are Manotick, North Gower and Kars. The council of Rideau township

is comprised of a mayor, who is elected at large, and six councillors, two elected from each of the three wards. The sitting council was elected in 1973 for a three-year term, though future councils will assume two-year terms.

The Township of West Carleton was created under the same legislation as were Goulbourn and Rideau townships. It was formed through the amalgamation of the former townships of Fitzroy, Huntly and Torbolton. West Carleton is the largest and least densely populated of the area municipalities which comprise the Ottawa-Carleton region. The principal population centre is Carp, although there are large numbers of residents in the area of Constance Bay. The West Carleton council is composed of the mayor, who is elected at large, and six councillors, two from each ward, with wards following the boundaries of the former townships. As with Rideau and Goulbourn, the present council was elected for a three-year term.

The Regional Municipality

The major responsibilities of the Regional Municipality of Ottawa-Carleton are: the supply and distribution of water within the region, the collection and treatment of sewage from area municipalities, the design and maintenance of regional roads, the development of a regional plan, and the provision of health and welfare services within the boundaries of the Regional Municipality. Since 1972, it has also had responsibility for the Ottawa-Carleton Regional Transit Commission (OC Transpo).

The council of the Regional government is composed of the chairman and 30 representatives from the local councils. It includes the mayor or reeve of each of the eleven area municipalities, plus the four controllers and eleven aldermen from the city of Ottawa, a councillor selected by the Vanier council, the deputy reeve of Gloucester township, and the deputy reeve and the councillor receiving the greatest number of votes in the previous general election from Nepean township.

The chairman of the Regional Municipality serves as the head of council and the chief executive officer of the Region. He is elected by Regional Council for a two-year term, with the option of re-election to subsequent terms. A simple majority vote is required to elect a chairman. Should a local representative on Regional Council be elected chairman, he shall be deemed to have resigned as a member of the area municipality council, and his seat becomes vacant. The

Table 1-1

Population and Representation for RMOC and Area Municipalities

Municipality	1974 Population ¹	% of RMOC Population	Composition of Council	Method of Election	Total Local Reps.	Population per Local Rep.	No. of RMOC Reps.	% of RMOC Reps.	Population per RMOC Rep.
Ottawa, c.	295,530	60.3	Mayor 4 Controllers 11 Aldermen	At large At large By ward (11)	16	18,471	16	53.3	18,471
Vanier, c.	20,523	4.2	Mayor 4 Councillors	(1)* At large By ward (4)	5	4,105	2	6.7	10,262
Rockcliffe Park, v1.	2,166	0.4	Reeve 4 Councillors	* At large At large	5	433	1	3.3	2,166
Cumberland, twp.	11,348	2.3	Reeve 4 Councillors	* At large At large	5	2,270	1	3.3	11,348
Gloucester, twp.	48,489	9.9	Reeve Deputy Reeve 3 Councillors	* At large * At large At large	5	9,698	2	6.7	24,245
Goulbourn, twp.	10,775	2.2	Mayor 8 Councillors	* At large By ward (4)	9	1,197	1	3.3	10,775
March, twp.	6,537	1.3	Reeve 4 Councillors	* At large At large	5	1,307	1	3.3	6,537
Nepean, twp.	71,482	14.6	Reeve Deputy Reeve 5 Councillors	* At large * At large (1)* At large	7	10,212	3	10.0	23,827
Osgoode, twp.	8,124	1.7	Reeve 4 Councillors	* At large At large	5	1,625	1	3.3	8,124
Rideau, twp.	7,515	1.5	Mayor 6 Councillors	* At large By ward (3)	7	1,074	1	3.3	7,515
West Carleton, twp.	7,390	1.5	Mayor 6 Councillors	* At large By ward (3)	7	1,056	1	3.3	7,390
RMOC	489,879	100.0	Chairman	* Indirect			31	100.0	15,517

¹ Source: Municipal Directory 1975

* Indicates representative sits on Regional Council

chairman of council votes only to break a tie.

The Regional Council has an executive committee, composed of eight members and the chairman of the Council, who sits as a voting member. Not more than half of its members may come from the council of the city of Ottawa. The executive committee has much the same powers as does a board of control. Recommendations of the executive committee have priority at council meetings and a two-thirds majority vote of council is required to approve expenditures that have not previously been approved by the executive committee, or to alter financial recommendations of the executive committee.

The Regional Council also has a Planning Committee with wide-ranging responsibilities with respect to regional planning, a Transportation Committee, a Social Services Committee, a Homes for the Aged Committee of Management, and a Land Division Committee.

Table 1-1 summarizes much of the above discussion of municipal organization. As one might expect, the city of Ottawa has the highest population per local representative, with 18,471 residents for one representative. The Village of Rockcliffe Park has the lowest, with one representative per 433 citizens. In total, there are 76 elected representatives on the local councils, with an average of 6,329 residents per representative.

The Table also shows the total number of representatives, from each area municipality, that sits on Regional Council and the percentage of the total for Regional Council that this number represents. It can be seen that the city of Ottawa and the highly populated townships of Gloucester and Nepean are under-represented on Regional Council, while the remaining area municipalities have a greater percentage of the representation than their population alone would warrant. In every case, except for the city of Vanier, the over-represented municipalities have only one representative on Regional Council. Rockcliffe Park is the best represented municipality at the Regional level, with one representative for 2,166 people, a ratio which is about ten times more favourable than that for Gloucester or Nepean.

Table 1-2 lists the amalgamations and annexations which have affected the municipalities now constituting the Regional Municipality of Ottawa-Carleton, and includes the date of the transfer and the municipalities involved.

Table 1-2

Amalgamations and Annexations, Ottawa-Carleton Region, 1850-1974

Date	From	To
January 1, 1887	New Edinburgh, vl.*	Ottawa, c.
January 1, 1889	Gloucester, twp.	Ottawa, c.
January 1, 1889	Nepean, twp.	Ottawa, c.
February 4, 1907	Nepean, twp.	Ottawa, c.
July 27, 1907	Nepean, twp.	Ottawa, c.
December 16, 1907	Nepean, twp.	Ottawa, c.
March 13, 1911	Nepean, twp.	Ottawa, c.
December 31, 1945	Nepean, twp.	Ottawa, c.
December 31, 1946	Nepean, twp.	Ottawa, c.
January 1, 1950	Nepean, twp.	Ottawa, c.
January 2, 1950	Gloucester, twp.	Ottawa, c.
August 1, 1961	Eastview, t.**	Ottawa, c.
August 1, 1961	Ottawa, c.	Eastview, t.**
January 1, 1974	Goulbourn, twp.*	
January 1, 1974	Richmond, vl.*	Goulbourn, twp.
January 1, 1974	Stittsville, vl.*	
January 1, 1974	North Gower, twp.*	Rideau, twp.
January 1, 1974	Marlborough, twp.*	
January 1, 1974	Gloucester, twp.	Rideau, twp.
January 1, 1974	Nepean, twp.	Rideau, twp.
January 1, 1974	Osgoode, twp.	Rideau, twp.
January 1, 1974	Fitzroy, twp.*	
January 1, 1974	Huntley, twp.*	West Carleton, twp.
January 1, 1974	Torbolton, twp.*	

* Incorporation dissolved upon amalgamation

** Change of name to Vanier, effective January 1, 1969

Source: Ontario Municipal Board

Table 1-3 indicates the total population and acreage of each of the area municipalities, and provides an average population density for each municipality and for the Region as a whole. As illustrated in the Table, the cities of Ottawa and Vanier, the village of Rockcliffe Park and the township of Nepean are above the average regional density, with Gloucester township at the average and the remaining townships well below the average.

Table 1-3
Population Density

Municipality	1974 Assessed Population ¹	% of RMOC Population	Acres ² (,000's)	% of RMOC Total Acreage	Residents per Acre
Ottawa, c.	295,530	60.3	30.5	4.6	9.69
Vanier, c.	20,523	4.2	0.7	0.1	29.32
Rockcliffe Park, vl.	2,166	0.4	0.4	0.1	5.42
Cumberland, twp.	11,348	2.3	75.0	11.3	0.15
Gloucester, twp.	48,489	9.9	74.0	11.2	0.66
Goulbourn, twp.	10,775	2.2	67.4	10.2	0.16
March twp.	6,537	1.3	28.7	4.3	0.23
Nepean, twp.	71,482	14.6	52.0	7.8	1.37
Osgoode, twp.	8,124	1.7	91.2	13.7	0.09
Rideau, twp.	7,515	1.5	93.0	14.0	0.08
West Carleton, twp.	7,390	1.5	150.5	22.7	0.05
RMOC	489,879	100.0	704.0	100.0	0.70

¹ Source: 1975 Municipal Directory

² Source: 1974 Municipal Financial Statements

Questions to Ponder on Chapter 1

1. Is there a case to be made for further amalgamation of some of the area municipalities, e.g., all those predominantly urban?
2. Is there a case for dividing the entire Region into "boroughs" with approximately equal populations?
3. What about a one tier system of municipal government for the entire Region (as in Winnipeg's uni-city)?
4. Should Regional councillors be directly elected to their positions?
5. Should all municipal councillors have a three year term, instead of 2 years?
6. Consider the external boundaries of the RMOC. Are these the most appropriate? Or can a case be made for either contracting them, or expanding them - e.g., by annexing some of the adjacent villages/ towns/ townships?

Chapter 2

Population and the Economy

One in fifty Canadians lives in the Regional Municipality of Ottawa-Carleton (RMOC). As such, the Regional Municipality is one of the major population centres in Canada.

Demographic Characteristics

The Region's population is primarily urban, with 90.9 per cent living in areas which have more than 1,000 people per square mile. This proportion is high when compared with the national figure of 76.1 per cent or the provincial figure of 82.4 per cent. Of the remaining 9.1 per cent of the Region's population, which is classed as rural, only one in five lives on a farm. This is in sharp contrast with the provincial distribution of rural population where there is a fifty-fifty split between farm and non-farm rural residents.

It is only in the last twenty years, and more particularly the last ten years, that the urban population of the Region has grown to represent such a high proportion of the total population. While the population increase between 1961 and 1971 was 18.3 per cent for Canada and 23.5 per cent for Ontario, the population increase within the Regional Municipality over that same period was 31.7 per cent.

Table 2-1, which gives the proportionate change in population for each of the area municipalities in the Region, offers a more detailed description of this increase. The level of growth in the established urban areas has been slow, with Vanier's population actually decreasing over the ten-year period. Conversely, the rate of population change in the townships, particularly those adjacent to Ottawa, has been dramatic. In some cases, because the 1961 population was small, the high percentage increase represents only a small increase in absolute numbers. Nevertheless, the rate of growth in the townships was sufficient to cut the city of Ottawa's share of the Regional population from 74.8 per cent in 1961 to 64.1 per cent in 1971. The 1974 assessed population figures (see Table 1-1) indicate that the trend has continued.

Table 2-1
Population of Regional Municipality of
Ottawa-Carleton and Area Municipalities
1961 and 1971

Municipality	1961	1971	% Change	% of Total 1971 RMOc Population
RMOc	358,206	471,930	31.7	100.0
Ottawa, c.	268,206	302,340	12.7	64.1
Vanier, c.	24,555	22,477	-8.5	4.8
Rockcliffe Park, vl.	2,084	2,138	2.6	0.4
Cumberland, twp.	5,478	9,295	69.7	2.0
Gloucester, twp.	18,301	37,145	103.0	7.9
Goulbourn, twp.	4,869	9,455	94.2	2.0
March, twp.	968	5,825	501.8	1.2
Nepean, twp.	19,753	64,605	227.1	13.7
Osgoode, twp.	5,786	7,755	34.0	1.6
Rideau, twp.*	3,647	4,895	34.2	1.0
West Carleton, twp.	4,763	6,005	26.1	1.3
Hull, c.**	56,929	63,580	11.7	-

Source: Census, Statistics Canada

* Includes only the former Marlborough and North Gower Townships

** Hull is not included in the RMOc figures

The distribution of the Regional population between sexes and across age groups reveals several deviations from the national and provincial patterns. For example, for every 100 females in the Region in 1971, there were only 96 males. This compared with an equal 100 males for 100 females at the national level. When one examines the age distribution, one finds that, while 8.4 per cent of the national population and 8.3 per cent of the provincial population in 1971 were aged 0-4, only 7.7 per cent of the Region's population was in that age range. Similarly, while 8.1 and 8.4 per cent of the national and provincial populations were aged 65 years and over, only 7.0 per cent of the Region's populations was over 65. This under-representation of the young and old was compensated by a large population in the 20-64 age range.

Table 2-2
Population Distribution, by Age and Sex, in Percentage
1961 and 1971

	0-4		5-19		20-64		65 and over	
	1961	1971	1961	1971	1961	1971	1961	1971
RMOC	n.a.	7.7	n.a.	29.9	n.a.	55.3	n.a.	7.0
M	--	51.7	--	51.0	--	49.1	--	37.2
F	--	48.3	--	49.0	--	51.0	--	62.8
Ottawa, c.	10.7	6.5	27.1	28.0	54.2	56.8	8.0	8.8
M	51.0	51.7	50.5	50.6	47.7	48.3	39.1	35.6
F	49.0	48.3	49.5	49.4	52.3	51.7	60.9	64.4
Vanier, c.	15.9	8.9	25.5	25.9	55.0	59.4	3.7	5.8
M	50.9	51.6	50.2	50.2	49.6	48.7	47.1	41.0
F	49.1	48.6	49.8	49.8	50.4	51.2	52.9	60.5
Rockcliffe Park, vl.	5.1	3.7	31.0	29.7	54.8	55.0	9.1	11.6
M	56.6	56.3	51.8	56.3	44.0	47.3	45.3	40.0
F	43.4	43.8	48.2	42.2	55.9	52.0	54.7	62.0
Cumberland, twp.	n.a.	11.4	n.a.	34.8	n.a.	49.3	n.a.	4.6
M	--	51.9	--	53.1	--	51.5	--	50.6
F	--	47.6	--	47.1	--	48.4	--	48.2
Gloucester, twp.	17.0	10.8	33.1	36.6	46.9	49.7	3.0	2.8
M	52.7	50.8	53.1	51.5	53.8	51.5	49.6	38.9
F	47.3	49.2	46.9	48.5	46.2	48.6	50.4	61.6
Goulbourn, twp.	n.a.	11.8	n.a.	30.7	n.a.	53.0	n.a.	4.5
M	--	52.3	--	55.4	--	50.7	--	51.2
F	--	47.7	--	44.6	--	49.4	--	48.8
March, twp.	n.a.	12.6	n.a.	35.3	n.a.	49.6	n.a.	2.5
M	--	55.1	--	49.8	--	50.9	--	48.2
F	--	44.9	--	50.4	--	48.8	--	51.7
Nepean, twp.	16.9	9.7	29.7	34.3	50.3	53.5	3.0	2.5
M	51.6	51.8	50.8	51.8	50.6	50.0	46.6	41.2
F	48.4	48.2	49.2	48.2	49.4	49.9	53.4	58.8
Osgoode, twp.	n.a.	9.2	n.a.	35.5	n.a.	48.1	n.a.	7.1
M	--	52.1	--	52.0	--	51.9	--	49.5
F	--	47.2	--	47.5	--	47.9	--	53.2
Rideau, twp.*	n.a.	8.9	n.a.	30.6	n.a.	52.8	n.a.	7.7
M	--	52.9	--	51.0	--	53.0	--	50.7
F	--	48.3	--	49.0	--	45.6	--	52.0
West Carleton, twp.	n.a.	8.3	n.a.	30.3	n.a.	51.9	n.a.	9.5
M	--	52.0	--	52.9	--	52.5	--	51.8
F	--	49.0	--	46.6	--	46.9	--	49.1
Hull, c.**	13.9	8.7	30.6	30.4	50.6	55.2	4.9	5.7
M	50.4	51.8	50.3	50.3	49.4	49.4	45.7	39.6
F	49.6	48.3	49.7	49.8	50.6	50.5	54.3	60.5

Source: Census, Statistics Canada

* Includes only the former Marlborough and North Gower townships

** Hull is not included in the RMOC figures

Table 2-2 gives a detailed breakdown by age group and sex for each of the area municipalities. It reveals a considerable degree of diversity within the Region. In the city of Ottawa, there were 93 males for every 100 females. In Gloucester township, there were 104 males for every 100 females. The 0-4 age group represented only 3.7 per cent of the population of Rockcliffe Park, while totalling 12.6 per cent of March township. Gloucester township had 36.6 per cent of its population in the prime school age years of 5-19, whereas Vanier had only 25.9. Osgoode had the lowest percentage of population in the 20-64 age range, with Vanier possessing the highest. March and Nepean had the lowest percentage of elderly, with only 2.5 per cent of the population 65 years of age and over, while 11.6 per cent of Rockcliffe Park's population was in that range.

While the under-representation of the 0-4 age group and the over-representation of the 65 and over age group were less acute in the city of Ottawa than in Rockcliffe Park, the absolute numbers involved were appreciable. Ottawa's population in 1971 represented 64.1 per cent of the Regional population, yet only 53.7 per cent of the 0-4 age group lived in the city, as did 79.8 per cent of the over 65 age group. Of special note with the group aged 65 years and over, was the disproportionately high numbers of females, many of whom were widowed.

Ethnicity and Language

In 1971, 56.1 per cent of the residents of Ottawa-Carleton were of British Isles descent (English, Scottish, Irish and Welsh) and 24.9 per cent were French. Of the remaining 19.0 per cent, the Germans and Italians constituted the largest ethnic groups. The national distribution was 44.6 per cent British, 28.7 per cent French, and 26.7 per cent other. Within the Region, there was considerable variation in the distribution of the two primary ethnic groups. In West Carleton, the British represented 83.6 per cent of the population, and in all but four of the area municipalities, more than two-thirds of the residents were of British descent. As one would expect, the remaining four municipalities had the largest French populations, ranging from 68.6 per cent of Vanier's population, to 49.6 per cent in Cumberland, 36.6 per cent in Gloucester, and 24.9 per cent in Ottawa.

While remaining small segments of the total population in the region, the Asiatic and Italian communities have been expanding more rapidly than any other ethnic groups, both in established urban areas and in the suburban townships.

Of the residents of Ottawa-Carleton, 84.8 per cent were born in Canada. At the national level, 84.7 per cent of the population was born in Canada, while only 77.8 per cent of Ontario's population was native born. The lowest percentage of native born residents in the Region was in Rockcliffe Park, with 77.1 per cent, and the highest was in Vanier, with 93.0 per cent. March township had the highest proportion of recent immigrants, with 19.7 per cent of its population immigrating after 1946.

Table 2-3 illustrates the distribution within each of the area municipalities of people who spoke either, both or neither of Canada's two official languages. More than 90 per cent of the population of Goulbourn, March, Rideau and West Carleton spoke only English. Vanier and Cumberland had the largest French only population, and along with Rockcliffe Park, Gloucester and Ottawa, had the largest bilingual population. Ottawa is the only municipality which had a large number of residents who spoke neither official language. The Regional averages represented a middle ground between the national and provincial figures. For Canada, 67.1 per cent spoke English only, compared to 87.3 per cent for Ontario; 18.0 percent nationally spoke French only, as compared to 1.2 per cent provincially; 13.4 per cent nationally were bilingual, as compared to 9.3 per cent in Ontario; and 1.5 per cent nationally spoke neither official language, as compared to 2.2 per cent for Ontario.

If one examines the figures for language spoken at home, however, one gets a more detailed picture of the language situation in the Regional Municipality. Again, Ottawa-Carleton finds itself on middle ground, as 77.6 per cent spoke English, as compared to 67.0 per cent for Canada and 85.1 per cent for Ontario; 17.5 per cent spoke French in the home, as compared to 25.7 per cent nationally and 4.6 per cent for Ontario; and 4.9 per cent in the Regional Municipality of Ottawa-Carleton spoke a language other than English or French, as compared to 7.3 per cent nationally and 10.3 per cent provincially.

Table 2-3

Official Language as Percentage of Population
1961 and 1971

	English Only		French Only		Both		Neither	
	1961	1971	1961	1971	1961	1971	1961	1971
RMOC	68.9	68.5	4.5	3.9	25.5	26.7	1.1	0.9
Ottawa, c.	70.4	67.2	3.4	3.3	25.0	28.2	1.3	1.3
Vanier, c.	32.0	25.3	14.5	15.5	52.4	58.9	1.1	0.3
Rockcliffe Park, vl.	68.8	54.6	1.5	2.5	29.6	42.9	0.1	0.0
Cumberland, twp.	42.1	45.7	19.5	15.0	38.1	39.2	0.0	0.1
Gloucester, twp.	54.5	60.6	12.2	8.5	31.1	32.8	0.5	0.2
Goulbourn, twp.	94.6	92.0	0.1	0.1	4.7	7.8	0.4	0.1
March, twp.	94.1	90.2	0.1	0.1	5.2	9.4	0.1	0.3
Nepean, twp.	90.7	85.8	0.4	0.4	8.7	13.5	0.2	0.3
Osgoode, twp.	87.9	86.7	1.2	1.0	10.6	12.2	0.3	0.3
Rideau, twp.*	92.8	90.9	0.7	0.1	6.3	9.0	0.2	0.0
West Carleton, twp.	96.7	92.8	0.2	0.2	2.9	6.9	0.2	0.0
Hull, c.**	5.6	5.1	44.7	42.3	49.1	52.0	0.6	0.6

Source: Census, Statistics Canada

* Includes only the former Marlborough and North Gower townships

** Hull is not included in RMOC figures

Religion

The religious affiliation of Ottawa-Carleton's population closely follows the national pattern. The largest single group was the Catholics who represented 47.5 per cent of the Region's population, a proportion which was almost exactly that of the nation as a whole, though considerably higher than Ontario's 34.1 per cent. Vanier had the greatest proportion of Catholic residents at 83.6 per cent, while Rideau township had the lowest at 15.8 per cent. Protestants represented the next largest religious group, with 43.3 per cent of the Regional population, as compared to 45.8 per cent of the national and 58.3 per cent of the provincial population. Vanier and Rideau reversed positions in this instance, with Rideau having the largest proportion of Protestants at 73.7 per cent and Vanier the smallest at 13.0 per cent. Among the Protestant denominations, the United Church was the largest, with the Anglican the next largest. The proportion of Jews for both the Region and the nation was 1.3 per cent, while they constitute 1.6 per cent of the provincial population. Rockcliffe Park had the highest proportion of Jews in the Region with 3.7 per cent, while West Carleton had the lowest number with none. Other religions constituted 2.8 per cent of the Regional total. Within the Region, the proportions ranged from 5.6 per cent of the population of Osgoode, to 0.9 per cent of Vanier's residents. The proportion of the population of Ottawa-Carleton which had no religious affiliation was 5.1 per cent; above the national average of 4.3 per cent or the provincial average of 4.5 per cent. March township had the highest percentage of residents with no religion at 13.1 per cent, while Vanier had the lowest at 2.0 per cent.

Education

The population of Ottawa-Carleton was, on the average, better educated than the national or provincial population in 1971. Of the population aged 15 years or over, 19.0 per cent had less than Grade 9 education, 50.4 per cent had less than Grade 12 education, 29.3 per cent finished school at Grade 12 or 13, 9.2 per cent attended university but did not receive a degree, and 11.0 per cent had at least one university degree. The differences in educational attainment between males and females follow the national trends, with men generally staying in school longer. While 11.0 per cent of the Regional population aged 15 and over had received at least one university

degree, this figure represented 16.0 per cent of the male, and 6.4 per cent of the female population. The city of Ottawa and the township of Gloucester followed the Regional pattern most closely, with the city residents slightly better educated than the average Regional resident, and the township population slightly below the average.

The village of Rockcliffe Park and the townships of March and Nepean each had an average education level which was significantly above that for the Region as a whole. In Rockcliffe Park, more than one-half of the males aged 15 and over, and one-quarter of the females in that age group, had at least one university degree. In March township, over one-quarter of the total population aged 15 and over had a university degree, and, in Nepean, more than one-quarter had attended at least some university. The city of Vanier and the remaining townships all fell below the Regional average. Two-thirds of the residents of Cumberland, Osgoode and Vanier left school before Grade 12, and only 2.6 per cent of the over 15 population of West Carleton had a university degree.

Families

An examination of the marital status of the Region's population reveals that Ottawa-Carleton had a high proportion of single people aged 15 and over. In the Region, 21.4 per cent of the population was single, and over the age of 15, compared with 19.9 per cent for Canada and 18.4 per cent for Ontario. Within the Region, the singles over age 15 ranged from a high of 25.8 per cent in Rockcliffe Park to a low of 10.8 per cent in March, with the city of Ottawa at 24.5 per cent. The proportion of the Regional population which was married was 45.2 per cent, only slightly below the national figure, but more substantially below the Ontario figure of 47.3 per cent. Goulbourn had the highest proportion, with 48.3 per cent of its population married, as compared to the low of 44.3 per cent in Ottawa. Ottawa had the highest percentage of widowed residents at 5.5 per cent, totalling 80 per cent of the Regional widowed population, while March had only 1.4 per cent widowed. The Regional and the national proportions were 4.4 per cent; the provincial was 4.7 per cent. The number of Regional residents who were divorced represents 0.9 per cent of Ottawa-Carleton's population. This proportion was comparable to that for the provincial and federal populations.

There were 111,645 families in the Regional Municipality in 1971. Of these, 29.4 per cent had no children under 24 years of age, with a range from 34.2 per cent in Vanier to 17.5 per cent in Gloucester. Families with one or two children accounted for 43.9 per cent of the Regional families, with a high of 48.6 per cent in Nepean and a low of 41.3 per cent in Rockcliffe Park. Ottawa had the lowest proportion of families with three or four children, at 19.5 per cent, while in March township, such families made up 30.2 per cent of the total. The Regional proportion was 21.2 per cent. Families with five or more children constituted 5.5 per cent of the total Regional families, while representing 10.9 per cent of the families in Cumberland and 4.5 per cent of Nepean families. Over all, the smallest families were in Vanier where 80.7 per cent of families had fewer than three children, and the average number of children was 1.4. The largest families were in Gloucester, where 36.3 per cent had three or more children and the average number was 2.1. The Regional average was 1.6 children per family, equal to the Ontario average and slightly less than the Canadian average of 1.7.

The proportion of female heads of families in the Regional Municipality is somewhat higher than that for Canada and Ontario. Of all RMOC families, 8.6 per cent are headed by a female as compared to 7.5 per cent for Canada and 7.1 per cent for Ontario. Of these sole support mothers, 3.8 per cent are married but living without the husband, 44.1 per cent are widowed, 14.1 per cent are divorced and 38.0 per cent are unmarried. Vanier has the highest proportion of single female heads at 12.7 per cent, while in Rideau township only 2.9 per cent of all families are headed by females. Male heads of families constitute 1.8 per cent of the Region's family heads. Ottawa and Vanier have the highest level of male heads of families at 2.0 per cent, while March township has the lowest at 0.7 per cent. Of all RMOC families with male heads only, 11.9 per cent are married but living without the wife, 35.8 per cent are widowed, 12.7 per cent are divorced and 39.6 per cent are unmarried. The remaining 89.6 per cent of Regional families are headed by both a husband and wife. This proportion is highest in Gloucester township at 95.7 per cent and lowest in Vanier at 85.2 per cent.

Population Forecasts

There are conflicting forecasts of the scale of population growth for the Region. The Official Plan developed by the RMOC between 1970 and 1974

estimates a Regional population totalling 1,000,000 by the year 2000. Regional Council in approving this projection, however, requested that a further study be undertaken to examine the effects of a slower growth rate, resulting in a population of 750,000 by the year 2000.

The NCC in "Tomorrow's Capital" suggests a population of 925,000 by the same year, for the Ontario portion of the National Capital Region. The projection is based on expectations as to the growth of federal employment, with particular emphasis on an increased federal presence in the Quebec portion of the National Capital Region.

One thing is clear. The rate and size of growth depend more than anything else upon federal government policies. For example, should the federal government undertake a stronger effort to decentralize its operations either into Quebec or across the country, then current estimates of future population for the RMOC will be unreliable.

Employment

The labour force participation rate indicates the number of people over the age of 15 who either were employed or were seeking employment in the week preceding the census, expressed as a percentage of the total population aged 15 and over. In 1971, the participation rate for Ottawa-Carleton was 63.7 per cent, higher than that for the nation at 58.0 per cent or the province at 62.0 per cent. If one breaks down the participation by sex, one finds that the rate for males over 15 was 81.1 per cent for the Region, 76.3 per cent for Canada, and 80.2 per cent for Ontario. Among females, the differences are even greater with the Regional rate of 47.4 per cent, as compared to 39.9 per cent nationally and 44.2 per cent provincially. This higher rate for males and females in Ottawa-Carleton applies in all marital categories.

Within the Region, Nepean has the highest participation rate at 66.9 per cent of the population over 15. Ottawa and Vanier have a rate of 63.3 per cent. Ottawa has the highest female participation rate at 49.0 per cent, with Gloucester at 41.0 per cent and Nepean has the highest male participation rate at 87.5 per cent as compared to the low of 79.3 per cent in Vanier.

Not only was the participation rate for Ottawa-Carleton higher than that for Canada and Ontario, but also the unemployment rate was lower.

In 1971, 7.8 per cent of the national labour force and 7.1 per cent of the provincial labour force was unemployed. In the Region, only 5.9 per cent were unemployed, including 5.1 per cent of the male workers and 6.8 per cent of the female labour force. The highest unemployment rate within the Region was in Rockcliffe Park with 7.7 per cent; the lowest was in March township at 2.3 per cent.

Of those employed in Ottawa-Carleton, 3.3 per cent are self-employed in their own unincorporated business, professional practice or on their own farm. The remainder work for wages, salaries or commission, or are self-employed in an incorporated company. Cumberland has the highest proportion of self-employed workers in the Region at 11.7 per cent, many of whom operate their own farms. Vanier has the smallest proportion of self-employed at 2.2 per cent.

The average employment income in the Region for 1970 was well above that of the nation or the province. Male employees averaged \$8,267 in the RMOC as compared to \$6,574 in Canada and \$7,213 in Ontario. Female workers in Ottawa-Carleton averaged \$3,948, whereas the national average for females was \$3,199 and the provincial average was \$3,328. Thus, the average female worker in the Region earned only 47.8 per cent of the income of the average male worker.

Of the males in the Regional labour force, working full or part-time, 8.9 per cent earned less than \$1,000 in 1971, 16.0 per cent earned from \$1,000 to \$3,999, 31.3 per cent earned from \$4,000 to \$7,999, 32.1 per cent earned from \$8,000 to \$14,999, and 11.6 per cent earned more than \$15,000. For females in the Region, again including part-time workers, 20.1 per cent earned less than \$1,000 in 1971, 12.4 per cent earned from \$1,000 to \$3,999, 53.6 per cent earned from \$4,000 to \$6,999, 10.1 per cent earned from \$7,000 to \$9,999, and only 3.7 per cent earned more than \$10,000.

Within the RMOC there was considerable diversity in the average income of the labour force. The male labour force of Rockcliffe Park earned \$20,081 in 1971, by far the highest average income in the Region; Vanier's male labour force averaged \$6,128 in the same year. Rockcliffe Park also had the highest average income for female workers, at \$5,050, though this represented only 25.1 per cent of the average income for their male counterparts. The female labour force in Goulbourn was the least well paid, at \$3,328.

Table 2-4

Labour Force Characteristics and Distribution by Sex, 1971

Municipality	Labour Force	Employed	Unemployed	Average Income	% Female Income Male Income	
RMOC	T 208,320	% 94.1	% 5.9			47.8
	M 61.0	M 61.4	M 54.6	M 8,267		
	F 39.0	F 38.6	F 45.4	F 3,948		
Ottawa, c.	T 144,300	% 93.6	% 6.4			
	M 59.0	M 59.3	M 54.9	M 7,959	50.8	
	F 41.0	F 40.7	F 45.1	F 4,041		
Vanier, c.	T 10,625	% 94.6	% 5.4			61.3
	M 60.3	M 60.5	M 57.0	M 6,128		
	F 39.7	F 39.5	F 43.0	F 3,756		
Rockcliffe Park, vl.	T 909	% 91.2	% 7.7			25.1
	M 68.0	M 69.1	M 57.1	M 20,081		
	F 32.0	F 30.9	F 42.9	F 5,040		
Cumberland, twp.	T 3,550	% 96.8	% 3.5			51.0
	M 68.9	M 69.1	M 60.0	M 7,022		
	F 31.1	F 30.9	F 40.0	F 3,579		
Gloucester, twp.	T 14,530	% 95.5	% 4.5			40.8
	M 68.6	M 69.3	M 54.2	M 8,594		
	F 31.4	F 30.7	F 45.8	F 3,509		
Goulbourn, twp.	T 4,170	% 96.6	% 3.8			41.7
	M 65.1	M 65.6	M 46.8	M 7,976*		
	F 34.9	F 34.4	F 53.2	F 3,328*		
March, twp.	T 2,170	% 97.9	% 2.3			31.6
	M 68.4	M 68.7	M 50.0	M 11,767		
	F 31.6	F 31.3	F 50.0	F 3,723		
Nepean, twp.	T 28,070	% 95.1	% 4.9			38.7
	M 65.6	M 66.3	M 51.3	M 9,844		
	F 34.4	F 33.7	F 48.7	F 3,808		
Osgoode, twp.	not available					
Rideau, twp.	not available					
West Carleton, twp.	not available					
Hull, c. **	T 26,475	% 91.8	% 8.2			54.6
	M 62.3	M 62.6	M 58.6	M 6,687		
	F 37.7	F 37.4	F 41.4	F 3,651		

Source: Census, Statistics Canada

* Estimated

** Hull is not included in the RMOC figures

In Ottawa, male workers averaged \$7,959, while females averaged 50.8 per cent of that figure, at \$4,041.

If one considers the income which is made by all members of a family, one finds that in 1971 Ottawa-Carleton had the highest average family income of all of the 23 Canadian metropolitan areas.

An examination of the occupational structure of the Regional Municipality makes apparent the tremendous influence which the federal government has on the employment situation in Ottawa-Carleton. The disproportionately high number of government office jobs has the effect of skewing the distribution of jobs between the different sectors of the employment market.

In Canada, 32.2 per cent of the labour force was employed in primary and secondary occupations, including agriculture, manufacturing and processing, construction, and transportation. For Ontario, the percentage fell to 30.7 per cent. For the Region, however, the proportion engaged in primary and secondary industry was only 14.2 per cent. On the other hand, while 7.9 per cent of the national labour force and 8.8 per cent of the provincial labour force was employed in managerial and administrative positions, and in such fields as the natural sciences, engineering, mathematics, and the social sciences, 17.7 per cent of the Region's population was so employed. Similarly, while 15.9 per cent of the national and 17.6 per cent of the provincial labour force was engaged in clerical occupations, in Ottawa-Carleton 25.0 per cent of the labour force had clerical jobs.

There were less pronounced differences in other employment categories. The proportion of the Region's labour force which was employed in sales was 8.2 per cent, which was less than the national figure of 9.5 per cent and the provincial figure of 9.6 per cent. Conversely, 12.7 per cent of the RMOC labour forces was employed in service occupations, as compared to 11.2 per cent for Canada and 10.6 per cent for Ontario. Medicine and health related professions accounted for 3.8 per cent of the national labour force, 3.7 per cent provincially and 3.5 per cent Regionally. Teaching professions, at 4.7 per cent, represented a high proportion of the Ottawa-Carleton labour market, when compared with 4.0 per cent for Canada and 3.8 per cent for Ontario. Employment in the arts, literature and recreation totalled 1.6 per cent of the Regional labour market; the national proportion was 0.9 per cent and the provincial was 1.0 per cent. Finally, at the national level, 0.3 per cent of the labour force was employed in occupations which

are religion related, while for the province and the Region 0.2 per cent are employed in this field.

With respect to the breakdown of occupation by sex, it was the case that while women in Ottawa-Carleton had a higher participation rate than that for the nation or province, they were also more likely to work in occupations which traditionally have a high proportion of female employees. Within the Region, 45.8 per cent of the female labour force was employed in clerical jobs, with a further 13.8 per cent in education and health, totalling 59.6 per cent for the three occupational groups. This proportion was well above the national and provincial totals of 47.0 per cent and 48.6 per cent for these same three groups. Further, within the Region, female workers accounted for 70.4 per cent of clerical employees, 58.2 per cent of all education related employees (65.5 per cent of all elementary and secondary school teachers) and 72.5 per cent of those employed in the health profession (90.2 per cent of the nurses, therapists and assistants).

It is difficult to obtain an accurate count of the number of employees of the federal government in the RMOC. The Public Service Commission reports that they totalled approximately 60,000 in 1974, amounting to less than one-third of the jobs in the Region. On the other hand, the NCC estimates that for 1973 federal employees totalled 88,000 on the Ontario side of the Ottawa River.

It is even more difficult to determine the number of non-government jobs which are created as a result of the federal presence. Among manufacturing industries in the Region, printing and publishing, and food and beverage industries employ the greatest number of workers. Yet, much of the former category relies on federal departments for printing contracts, and much of the latter relies on the tourism and convention trade which is augmented by the federal government. Similarly, such newly developing areas as electronics and computer research and development are attracted to the Region at least in part because of the proximity to federal research and the possibility of attracting federal government contracts. Further, it is impossible to estimate with any accuracy what the levels of population and employment in the Region would be in the absence of the federal government.

Within the Region, there is a considerable degree of job dispersal. While, for the most part, jobs continue to be located in the city of Ottawa, only one-third are in the central core area, and the proportion of new employment opportunities which are being created in the suburban areas has been increasing.

Housing

The rate of housing development in Ottawa-Carleton since 1961 has been hard-pressed to meet the demand for new housing. Despite record levels of housing construction in the early 1970's, the market for both purchase and rental accommodation in the Region has been tight. With the dramatic decrease in new housing starts in 1974, the situation would not appear to be improving.

The pressure for new accommodation arises from several factors. As mentioned earlier, the rate of population increase in the RMOC has outstripped that of the nation and the province. Of greater significance, however, is the rate of increase for households. While there were approximately one-third more people in the Region in 1971 as compared with 1961, there were about one-half more households. This is particularly important for the established urban areas. For example, while the proportion of population increase for the city of Ottawa during that period was 12.7 per cent, the increase in the proportion of households was 33.5 per cent. Similarly, while the population of Vanier decreased 8.5 per cent in that time, the number of households increased by 8.0 per cent.

A combination of factors could be seen as contributing to this phenomenon. There was little sharing of accommodation in the RMOC, with 97.3 per cent of all families maintaining their own households. Further, there was an increasing trend toward "undoubling" of families, whereby the elderly were less likely to live with relatives and young adults were less likely to remain in the home of their parents. As a result, there was a disproportionate increase in the number of small, and in many cases one-person households made up of people aged 16 to 25, or 65 and over.

The proportion of one-person households in the Region was above the national and provincial figures, and increasing. In the city of Ottawa, where 87.7 per cent of the Region's one-person families were located, almost

Table 2-5

Housing Characteristics, 1961 and 1971

Municipality		Dwellings		Type by %				Occupancy by %	
				Single- Detached	Single- Attached	Apart- ment	Mobile Home	Owner Occupied	Tenant Occupied
RMOC	1971	137,230	46.9		16.6	36.0	0.5	49.7	50.3
Ottawa, c.	1961	70,114	45.4		16.9	37.8	n.a.	48.9	51.1
	1971	92,805	38.7		17.5	43.9	0.01	41.9	58.1
	% change	32.4	-14.8		3.6	16.1	-	-14.3	13.7
Vanier, c.	1961	6,555	21.1		8.5	70.3	n.a.	29.1	70.9
	1971	7,022	18.2		5.8	75.7	0.3	27.8	72.2
	% change	7.1	-13.7		-31.8	7.7	-	-4.5	13.7
Rockcliffe Park, vl.	1961	549	91.1		n.a.	n.a.	n.a.	87.2	12.8
	1971	575	94.8		1.7	4.3	0.0	87.8	12.2
	% change	4.7	4.1		-	-	-	0.7	-4.7
Cumberland, twp.*	1971	2,300	85.9		4.3	4.1	5.7	86.0	13.7
Gloucester, twp.	1961	3,903	83.4		6.8	9.8	n.a.	72.5	27.5
	1971	8,665	70.9		21.2	7.2	0.8	72.8	27.3
	% change	122.0	-15.0		211.8	-26.5	-	0.4	-0.7
Goulbourn, twp.*	1971	2,480	92.5		2.2	2.4	3.0	88.7	10.7
March, twp.*	1971	1,460	71.9		21.6	6.5	0.3	73.3	27.1
Nepean, twp.	1961	4,776	97.0		n.a.	n.a.	n.a.	88.3	11.7
	1971	16,885	62.4		21.9	14.1	1.5	65.8	34.2
	% change	235.5	-35.7		-	-	-	-25.5	192.3
Osgoode, twp.*	1971	2,000	91.8		4.0	2.0	2.0	82.8	17.0
Rideau, twp.**	1971	1,360	90.4		3.3	4.0	1.5	83.1	16.5
West Carleton, twp.*	1971	1,675	92.8		3.6	2.4	1.2	85.4	14.3
Hull, c. ***	1961	13,304	35.1		14.9	50.0	n.a.	47.9	52.1
	1971	17,470	30.7		12.8	56.5	0.0	39.7	60.3
	% change	31.5	-12.5		-14.1	13.0	-	-17.1	15.7

Source: Census, Statistics Canada

* 1961 data are not available

** Includes only the former Marlborough and North Gower townships;
1961 data are not available

*** Hull is not included in the RMOC figures

one in five households had only one person. Given the large numbers of young people who, twenty years after the post-war baby boom, continue to enter the housing market, the increase in households, particularly smaller households, is likely to continue for some years.

Table 2-5 provides a profile of the housing stock in each of the area municipalities for 1971, and some indication of trends in the more densely populated areas since 1961. Single-detached dwellings constituted over 85.0 per cent of the housing in the township of Cumberland, Goulbourn, Osgoode, Rideau and West Carleton, and 94.8 per cent of the houses in Rockcliffe Park. About two-thirds of the dwellings in the more populated townships of Nepean, Gloucester and March were single-detached, as were fewer than two in five in Ottawa and one in five in Vanier. Single-attached dwellings (duplexes, row houses, etc.) made up a small portion of the housing stock in all but Ottawa, Gloucester, March and Nepean, where about one in five was single-attached. Vanier had the highest proportion of apartments, at 75.7 per cent. In Ottawa, in which 82.4 per cent of the apartments in the Region were located, 43.9 per cent of all dwellings were apartments. Nepean had the next largest proportion, at 14.1 per cent, with the remaining municipalities having progressively fewer apartments, varying with the degree of urbanization. Mobile homes formed the smallest segment of the housing stock in all of the area municipalities, except for Cumberland at 5.7 per cent and Goulbourn at 3.0 per cent. Rockcliffe Park was the only area municipality which had no mobile homes.

A comparison with 1961 indicates the extent of the shift from single-detached housing to higher density development. The proportion of single-detached housing has dropped in each of the four most populated municipalities, as much as 35.7 per cent in Nepean. The shift in the cities of Ottawa and Vanier has been toward more apartments, in Gloucester toward single-attached dwellings, and in Nepean toward both.

The distribution between owner-occupied and tenant-occupied dwellings in the Region was approximately even in 1971. The lowest proportion of owner-occupied dwellings was found in Vanier, where three in four were occupied by tenants. Ottawa was the only other municipality where a majority of its dwellings were tenant-occupied, at 58.1 per cent. In both cases, this has been an increase since 1961 in the proportion of tenant-occupied dwellings. Nepean too experienced a decrease in the proportion of owner-occupied dwellings, falling to 65.8 per cent over the same period.

In Gloucester township and Rockcliffe Park, the proportion of owner-occupied dwellings increased slightly, to 72.8 per cent in Gloucester and 87.8 per cent in Rockcliffe. Except for March at 73.3 per cent, the proportion of owner-occupied dwellings in the remaining townships varied between 80 and 90 per cent. The average length of occupancy for both owners and tenants within the Region was less than the national or provincial average.

In 1971, the average value of a single-detached, owner-occupied non-farm dwelling in the RMOC was \$27,377, as compared to \$19,020 for Canada and \$23,768 for Ontario. Within the Region, however, the mean value varied from \$21,959 in Vanier to \$62,500 or more in Rockcliffe. The average monthly rent in the Region was \$143; the national average was \$108 and the provincial \$127. Again, Vanier had the lowest average rent in the Region, at \$122, and Rockcliffe Park had the highest, at \$217. On the average, families and unattached individuals in the Region were spending approximately 16 per cent of their income on shelter, comparable to that for other major urban centres in Canada.

The average dwelling in the Region had 5.6 rooms, with owner-occupied dwellings at 6.7 rooms and tenant-occupied dwellings at 4.5. As such, the dwellings in the Region, particularly those occupied by owners, had more rooms than the national or provincial average. Within the Region, Vanier and Rockcliffe Park again provided the poles of contrast. The average number of rooms in an owner-occupied dwelling was 6.0 in Vanier and 9.1 in Rockcliffe Park; and for rented dwellings was 3.9 in Vanier and 7.7 in Rockcliffe. While Vanier has the smallest average number of rooms, however of the 2,000 one-room dwellings in the Region, 93.0 per cent were located in Ottawa. The average dwelling in the Region had 2.7 bedrooms, with owned dwellings averaging 3.3 and rented dwellings averaging 2.0.

A general measure of housing adequacy is the average number of persons per room. The average household in the Region has .60 person per room, with Ottawa at .58 and Rockcliffe Park at .40, below the average, and the remainder of the municipalities above. Cumberland had the highest number of persons per room, at .70, with Vanier next at .69. Rented dwellings generally had a larger number of people per room than did owner-occupied dwellings. About 5.3 per cent of the dwellings had more than one person per room, a drop from 11.5 per cent in 1961, and below the national and provincial averages.

Of the housing stock in the Region in 1971, 29.6 per cent was built before 1946, 33.5 per cent was built between 1946 and 1960, and 36.8 per cent was built between 1961 and 1971. About one-half of the dwellings in Ottawa and Vanier were built between 1946 and 1960, while in Nepean and Gloucester two-thirds were built between 1961 and 1971. The largest proportion of the rented accommodation in Vanier and Gloucester was built between 1946 and 1960, while 37.6 per cent of Ottawa's and 83.3 per cent of Nepean's rental accommodation was built between 1961 and 1971. In Osgoode, Rideau and West Carleton townships, more than one-half of all dwellings were built prior to 1946, and one-third were built from 1961 to 1971. It is estimated that about 3.0 per cent of the housing stock in the Region is in need of major repair.

Of the dwellings in the Regional Municipality, 88.9 per cent relied on the Region for their water, 10.5 per cent used a well, and 0.6 per cent were supplied their water by other means. A slightly lower proportion, 87.5 per cent, were connected to a municipal sewage system, 11.2 per cent relied on septic tanks, and 1.3 per cent used other means of sewage disposal.

Public Housing

Despite a multiplicity of federal, provincial and municipal programmes which concern themselves with housing for those who require special assistance, the impact of these programmes in the RMOC has not been great. Publicly-assisted housing, including rent-to-income units, limited dividend and HOME dwellings, amount to only one unit for every twelve units of private housing in Ottawa-Carleton. Housing has thus been left mainly to market forces with considerable intervention through the National Housing Act.

The funding arrangements for public housing vary from one programme to another. For the most part, however, the federal government bears the largest proportion of the capital outlay, and one-half or more of the operating subsidies.

About 80 per cent of the existing public housing in the Region is owned by the Ontario Housing Corporation (OHC). Of this, 98.8 per cent is located in the city of Ottawa and administered by the Ottawa Housing Authority (OHA). Units that are located elsewhere in the Region are administered directly by the OHC regional office. The OHC-OHA programme provides rent-to-income accommodation to families and senior citizens.

Rents are assessed on a sliding scale, varying from 16 to 25 per cent of gross income. To be eligible for placement in an OHA unit, one must have lived in the city of Ottawa for at least one year.

The remaining 20 per cent of the existing public housing stock is owned by the City of Ottawa Housing Company Limited (COHC), which is wholly-owned by the city. It provides limited dividend housing to senior citizens and to families with two or more children who earn less than \$8,500, with the rent fixed at a less-than-market rate for each unit.

Table 2-6 outlines an inventory of the public housing units in the Region. In January 1975, there were 5,486 units for senior citizens either built or under construction, 4,763 of which are OHC units and 723 of which are COHC units. Again, by far, the largest number of units for senior citizens are located in Ottawa, with a small number in Vanier and Nepean, and more under construction in Nepean and March. About 90 per cent of the senior citizen dwellings have one bedroom, with the remainder consisting of bachelor and a few two-bedroom units.

Table 2-6

Public Housing Units, Built and Under Construction
in Regional Municipality of Ottawa-Carleton, January 1975

Municipality	Managed by OHC-OHA		Managed by COHC		Total
	Senior Citizens	Families	Senior Citizens	Families	
Ottawa, c.	4,618	3,382	723	818	9,541
Vanier, c.	51	15			66
Nepean, twp.	54				54
March, twp.	40				40
RMOC Total	4,763	3,397	723	818	9,701

Source: Housing in Ottawa-Carleton, RMOC, 1975

There are fewer public housing units in the Region for families than for senior citizens: totalling only 4,215, of which 3,397 are operated by OHC-OHA and 818 are COHC operated. Of the total, only 15 units are located outside the city of Ottawa, in Vanier. One-bedroom units account for 13.8 per cent of the family dwellings, while 22.6 per cent have two

bedrooms, 48.1 per cent have three, 11.4 per cent have four, and 4.1 per cent have five bedrooms. COHC has only two and three bedroom dwellings.

All but few of the senior citizen units are located in 20 high-rise apartments. The family dwellings are located in about 30 projects varying in size from 15 to 450 units. About two-thirds of the family units are row houses, while most of the remainder are in high-rise apartments.

In addition to the accommodation which they themselves provide, OHC-OHA also administers a rent supplement scheme. In this programme, units in private rental accommodation are contracted for by OHC-OHA and then rented to low-income families or individuals. The tenants are assessed on the basis of their income, with OHC-OHA bearing the cost of the difference. As of July 1975, 658 units were included in the rent supplement programme.

As stated earlier, the Ottawa Housing Authority administers most of the public housing in the Region. The seven-member board of the OHA is appointed by the Lieutenant Governor in Council, with three nominees from the federal government, three from the province and one from the municipal government. At present, there is a tenant sitting on the OHA board, although there is no guarantee of tenant representation.

Questions to Ponder on Chapter 2

1. There is much talk of Canada's capital "reflecting" the composition of the country as a whole. What could this mean in the light of the fact that Canada as a whole has 26.7% of neither French nor British stock, whereas Ottawa-Carleton has only 19%?
2. Granting that federal employment is likely to continue to grow, does it follow that the RMOC should grow at the same rate? What are the alternatives?
3. What case is there for the RMOC entering the housing field?
4. Should "senior citizen" housing be in high-rise buildings?

Table 3-1
Assessment for RMOC and Area Municipalities

Municipality	Total Assessment (TA) \$000's		Exempt Assessment 1969 as % of TA		1974 as % \$000's of TA		Equalized Assessment (EA) \$000's		TA as % of EA	
	1969	1974	\$000's	as % of TA	\$000's	as % of TA	1969	1974	1969	1974
RMOC							3,808,266	5,805,593		
Ottawa	1,067,508	1,232,041	346,888	32.5	389,741	31.6	2,829,436	4,049,055	37.7	30.4
Vanier	34,251	39,485	4,001	11.7	4,834	12.2	80,516	173,285	42.5	22.8
Rockcliffe Park	8,443	8,764	1,301	15.4	1,819	20.8	43,855	46,841	19.3	18.7
Cumberland	6,071	10,122	391	6.4	965	9.5	31,715	75,205	19.1	13.5
Gloucester	45,393	73,213	14,632	32.2	17,789	24.3	199,393	350,749	22.8	18.7
Goulbourn	7,044	10,395	723	10.3	1,124	10.8	42,835	85,905	16.4	12.1
March	5,626	10,073	1,215	21.6	2,146	21.4	32,493	72,044	17.3	14.0
Nepean	72,415	99,633	12,174	16.8	15,092	15.1	438,135	705,746	16.5	14.1
Osgoode	6,904	8,037	712	10.3	882	11.0	38,369	66,816	18.0	12.0
Rideau	4,454	8,968	227	5.1	698	7.8	29,929	65,547	14.9	13.7
West Carleton	6,854	8,889	401	5.9	698	7.9	41,592	74,400	16.5	11.9

Source: Municipal Financial Statements

Chapter 3

Municipal Finance

Municipal finance, especially taxation, is usually at the forefront of discussion of local government. Indeed some municipal spokesmen seem to think that if they were given enough money, all their problems would be solved.

Assessment

Since 1970 all municipal assessment has been done by provincial officials, through regional offices in various centres throughout the province. In the first instance, these provincial regional offices simply took over the assessment rolls from local municipalities, together with their "equalized" assessment and their "equalization factors". The aim of the assessment offices is to work towards a uniform type of assessment throughout the province, at market value. This will replace the present assessments, which are at varying percentages of full market value. Assessment notices are sent to property owners (and municipalities) by the provincial assessment office, but the municipality sends out the tax notices.

All properties are assessed, but not all are taxed, i.e. some are exempt. Table 3-1 shows the total assessment and the exempt portion. For example, the exempt assessment in the city of Ottawa is 31.6 per cent of the total (largely explainable by the enormous amount of federal property in the city), while the outlying townships have only a small proportion of their assessment exempt, e. g. Rideau at 7.8 per cent.

It must be remembered, of course, that not all exempt properties are federally owned. Some are provincial, some are municipal and school board properties, and some are owned by churches and sundry charitable organizations. It must also be remembered, that unless payments in lieu of taxes are made, to that extent the local ratepayers are paying more, and helping to carry the local costs of exempt properties.

The RMOC levy is made according to the equalized assessment of each municipality, and this figure is always much larger than the taxable assessment. This is shown clearly in Table 3-1. The total assessment is, on the average, only about one quarter of the equalized within the whole Region. The range is from 30.4 per cent in the city of Ottawa to 11.9 per cent in West Carleton.

Table 3-2
Taxable Assessment for RMOC and Area Municipalities

	Taxable Assessment (TA) \$000's		Residential & Farm as a % of TA		Commercial & Industrial as a % of TA		Taxable Assessment Per Capita	
	1969	1974	1969	1974	1969	1974	1969	1974
RMOC								
Ottawa	720,620	842,300	62.1	62.4	37.9	37.6	2,458	2,850
Vanier	30,250	34,651	69.9	67.8	30.1	32.2	1,232	1,688
Rockcliffe Park	7,142	6,945	98.6	99.0	1.4	1.0	3,083	3,211
Cumberland	5,680	9,157	94.5	96.9	5.5	3.1	761	807
Gloucester	30,761	55,424	74.4	83.4	25.6	16.1	1,098	1,154
Goulbourn	6,321	9,271	89.4	91.9	10.6	8.1	797	891
March	4,411	7,927	96.2	84.2	4.0	15.8	994	1,213
Nepean	60,241	84,541	77.5	73.9	22.6	26.1	1,063	1,183
Osgoode	6,192	7,155	91.9	91.1	8.1	8.9	884	865
Rideau	4,227	8,270	91.2	95.9	8.8	4.1	1,093	1,132
West Carleton	6,453	8,191	95.1	96.0	4.9	4.0	1,275	1,100

Source: Municipal Financial Statements

Taxable assessment is of two sorts: (a) Residential and farm, and (b) Commercial and industrial. Reference to Table 3-2 shows the proportions of each. Rockcliffe Park has almost entirely residential assessment only, at 99 per cent. The city of Ottawa has the lowest at 62.4 per cent, and consequently has the highest proportion of commercial and industrial at 37.6 per cent. Many municipalities in the province have fixed opinions about what the proportion of residential to commercial and industrial ought to be. For some reason this ratio is usually taken to be 60-40. Hence the efforts of some municipalities is bent towards attracting commerce and industry to reach this magic ratio.

In Ottawa-Carleton however, Rockcliffe Park is an exception. Not only is it almost wholly residential, but also on a per capita basis its taxable assessment is the highest in the Region (and indeed in the Province) at \$3,211. This reflects, as everyone knows, the high values of properties in Rockcliffe Park. Ottawa city has the next highest at \$2,850 while Cumberland has the lowest per capita assessment at \$807.

Revenue

The area municipalities of the Region derive their revenue from three main sources. These are: (a) The Tax on real property by means of the mill rate; (b) Payments in lieu of taxes, from the senior levels of government, both federal and provincial; (c) Subsidies and grants, chiefly from the province.

The RMOC does not itself tax directly, but - like the school boards - levies upon the area municipalities.

Local Taxation

The chief source of local revenue is the mill rate upon the assessed value of (a) the residential and farm properties and (b) the commercial and industrial assessment. These two levies are known collectively as the realty tax. The yield from these realty taxes

(mill rates) is for school as well as municipal purposes. The annual mill rate on commercial and industrial assessment is somewhat higher than that on residential and farm property.

In addition there is a business tax, which is set as a percentage of the property tax, and varies with the type of business - as set out in the Assessment Act. All area municipalities in the Region, except for Rockcliffe Park levy such a business tax. As a rule, the yield from the business tax is relatively small, compared with that from the mill rates on residential/farm and commercial/industrial assessment.

The final category of local taxation is "special charges". These are taxes levied upon a defined group of ratepayers, e.g., those in a specified area, for specified purposes such as local improvements, garbage pickup, regional fire supply charges (water), etc.

The classes of taxation mentioned above are all lumped together in Table 3-3, under the heading of Revenue from General Taxation. It can be seen from the Table that this category of general taxation (mainly from the mill rates) makes up around 70 per cent of the total municipal revenues - varying from 79.9 per cent in the case of Nepean to 61.3 per cent in Rideau township. For the RMOC itself however, general taxation (the levy on area municipalities) accounts for only 41.1 per cent of its revenue. (The RMOC does not levy for school purposes.)

Payments in lieu of taxes

Payments in lieu of taxes are made on exempt properties by a) the government of Canada and its enterprises, b) the Ontario government and certain Ontario enterprises, and c) some municipal enterprises. These payments form a substantive part of municipal revenues for some municipalities.

a) The largest of these payments are grants in lieu of taxes from the federal government. For example, in 1974 these amounted to \$16.1 million to the city of Ottawa, while "Canada enterprises"

brought in a further \$1.3 million. Naturally, the amount of such payments depends on the amount of federal property in the municipalities.

The federal policy governing such "grants in lieu" is set forth in the Municipal Grants Act (1970) and earlier Acts. As municipalities cannot tax the Crown, it is entirely within the right of the Crown (in respect to Canada) to define on what properties grants in lieu will, or will not, be paid. And in fact grants in lieu are paid on some federal properties but not on others, and the same is true of Crown corporations and other agencies.

All properties in the Region are assessed, but the final "acceptable assessment" for federal properties is decided federally. So, of course, is the amount of federal assessment classified as "exempt". The city of Ottawa calculated in 1971 that more than \$61 million of assessment in the city were excluded from grant calculations for that year.

It is not always easy to understand the rationale by which grants are paid on some properties but not on others. Consequently, the city of Ottawa has for some years argued that grants in lieu should be paid on all exempt properties. To a lesser extent other municipalities in the Region are also affected by the amounts which are paid - or in this case, not paid - on federally exempt properties. The city of Ottawa has also taken the view that business tax should be paid on commercially assessed federal properties.

Before grants in lieu are paid, certain deductions are made from the gross grant for services provided by the federal government which are regarded as "municipal type" services, such as police protection (by the RCMP), parks and arterial roads.

The main exempt properties for which no grants in lieu are paid, are Parliament Hill, museums, art galleries, etc., the National Arts Centre and park lands. The Bank of Canada is a notable exception in that it pays both realty and business tax. There is a special grant for the Centre Block on Parliament Hill.

Table 3-3

Total Revenue - RMOC and Area Municipalities

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	Revenue from General Taxation				Revenue from Payments in Lieu of Taxes				Grants and Subsidies				Other Sources of Revenue				Total Municipal Revenue			
	1969	1974	1969	1974	1969	1974	1969	1974	1969	1974	1969	1974	1969	1974	1969	1974	1969	1974	1969	1974
	\$000's	\$000's	%	%	\$000's	\$000's	%	%	\$000's	\$000's	%	%	\$000's	\$000's	%	%	\$000's	\$000's	\$000's	\$000's
RMOC	10,082	38.1	24,115	*41.1	-	-	-	-	15,156	57.3	31,721	54.1	1,212	4.6	2,785	4.8	26,450	58,631		
Ottawa	60,654	70.7	92,130	72.2	13,148	15.3	21,484	16.8	5,862	6.8	6,811	5.3	6,175	7.2	7,154	5.6	85,839	127,579		
Vanier	2,298	76.6	4,766	75.2	6	0.2	58	0.9	461	15.4	1,054	16.6	236	7.9	463	7.3	3,001	6,341		
Rockcliffe Park	621	79.4	981	79.2	72	9.2	163	13.2	48	6.1	59	4.8	41	5.2	36	2.9	782	1,239		
Cumberland	583	68.9	1,367	68.5	5	0.6	167	8.4	208	24.6	299	15.0	50	5.9	164	8.2	846	1,997		
Gloucester	3,388	70.3	9,623	75.6	651	13.5	878	6.9	554	11.5	1,505	11.8	228	4.7	722	5.7	4,821	12,729		
Goulbourn	884	77.9	1,482	65.9	2	0.2	10	0.4	206	18.1	415	18.5	43	3.8	340	15.1	1,135	2,248		
March	653	67.9	1,416	71.6	142	14.8	203	10.3	133	13.8	146	7.4	35	3.6	213	10.8	962	1,978		
Nepean	9,621	82.4	19,697	79.9	554	4.7	1,081	4.4	1,077	9.2	1,695	6.9	417	3.6	2,164	8.8	11,669	24,637		
Osgoode	574	72.5	1,033	73.8	3	0.4	3	0.2	193	24.4	249	17.8	22	2.8	115	8.2	792	1,400		
Rideau	500	72.0	1,149	61.3	12	1.7	22	1.2	156	22.5	646	34.5	25	3.6	58	3.1	693	1,875		
West Carleton	563	53.7	1,166	64.4	23	2.2	35	1.9	439	41.9	504	27.8	24	2.3	105	5.8	1,048	1,810		

Source: Municipal Financial Statements
* Regional Levy

Apart from the main grant in lieu, there is a grant on behalf of legations, others for Crown agencies, and another by the N.C.C. All of these are included in the figures cited above for 1974 to the city of Ottawa, of \$16.1 million. The main grant is far more than the lesser grants on behalf of the other agencies just mentioned.

b) The second part of the payments in lieu of taxes is from the province and its agencies. For instance, in 1974 the city of Ottawa received \$966,200 on behalf of Universities and Colleges (an amount not related to assessment, but to numbers of students); and smaller amounts from the Municipal Tax Assistance Act, and "Other". Again, for the Ontario Housing Corporation the grant was \$1.8 million, and for Ontario Hydro \$128,994; while the "Other" category amounted to only \$85,559.

c) For municipal enterprises Ottawa received \$843,129 in 1974. Similar grants in lieu are received by several of the area municipalities. These are paid on behalf of local hydro commissions, O.C. Transpo, RMOC waterworks, etc.

Certain consequences of course flow from the payments (or non-payments) in lieu of taxes. One is that the area municipalities benefit from the presence of exempt properties. This argument is much stressed by the federal government.

A second consequence however is that grants in lieu benefit the city of Ottawa most. But part of the social cost for federal employees and indeed also for employees of, say, colleges and universities, for which provincial grants in lieu are paid, is borne also by other area municipalities - for example school costs.

A third consequence is that some exempt properties, on which no grants are paid, benefit not only the city of Ottawa and other area municipalities, but also the Canadian people as a whole. Parliament and some Crown agencies, for instance, serve the whole country.

The totals and percentages of all payments in lieu of taxes may be seen from Table 3-3. For the city of Ottawa these contributions

were in toto, 16.8 per cent of its revenue, followed by Rockcliffe Park at 13.2 per cent and March at 10.3 per cent. The lowest of all was Osgoode at a trifling 0.2 per cent. The RMOC itself does not receive any grants in lieu of taxes.

Subsidies and grants (and "Other Revenue")

Subsidies and grants are received primarily from the Province of Ontario, and make up a significant portion of municipal revenues. For the RMOC itself, they account for more than half its total revenue at 54.1 per cent. For the area municipalities - as may be seen from Table 3-3 - the proportion varied from a high of 34.5 per cent (Rideau) to a low of 4.8 per cent (Rockcliffe Park).

The grants and subsidies are given under a variety of Acts and are calculated upon several different formulae. The General Support Grant is usually the largest, being \$4.56 million for the city of Ottawa in 1974. There are also, for some municipalities, resource equalization grants, etc.

On top of these, there are specific grants - the largest being for roadways - amounting for the city of Ottawa, to \$2.18 million in 1974. Other specific grants may be given for conservation of health, recreation, cultural facilities, liquor licence fees, etc. The largest grant for the RMOC itself is for general welfare assistance.

The total of grants and subsidies (provincial) for both general and specific purposes are shown in Table 3-3.

As for "Other Revenue", this category includes such items as licences, concessions, fines, penalties and interest on taxes, income from investments, etc. The amounts and percentages may be seen in Table 3-3.

Once again, we should remember that provincial subsidies and grants are given not only for municipal purposes, but also - in addition to those above - large amounts are paid directly to school boards, etc. Indeed, when one looks at local government revenues as a whole, one is struck by how much of the total costs are borne by other levels of government, more especially by the province.

Expenditures

In Table 3-4 the expenditures of the municipalities are broken down into a number of categories.

First, as to the RMOC itself, it does not levy for, or spend on, some categories. The chief of these are education and police protection, neither of which is a function of the RMOC.

The Table 3-4, for reasons of space, does not show all the RMOC expenditures. For instance, the largest spending by the RMOC is on Social and Family Services - some 38.5 per cent of its total. This is a category on which the area municipalities spend very little (the highest being the city of Ottawa at 1.4 per cent). Much the same holds true of spending on Conservation of Health, on which the RMOC spends 9.3 per cent of its budget and the area municipalities nothing (except for West Carleton at 0.8 per cent).

The second largest item of spending for the RMOC is on Transportation - some 32.8 per cent - of which more than half is for roads and practically all the rest for public transit and traffic control.

Those municipalities with fairly high percentages of expenditures on Protection are those with their own police forces and full time firemen. And as we have mentioned, the Transportation Category is relatively high because of spending on roads. Recreation and Community Services are chiefly parks and libraries. The Regional levy is a substantial outlay for all area municipalities, but one must remember that the RMOC has taken on functions which were formerly provided by the lower tier. With one exception - Vanier - the largest expenditures by the area municipalities are on education.

Since the RMOC was established, its total expenditures have increased from \$26.5 million in 1969 to \$55.5 million in 1974. In other words spending has more than doubled, at 122 per cent. The expenditures of some area municipalities have also increased by comparable proportions i.e. Gloucester, Rideau, Cumberland, Nepean, March, Goulbourn, Vanier. Those with comparatively low increases are Ottawa, Rockcliffe Park, Osgoode and West Carleton. There are

Table 3-4

Percentage Composition of Expenditures for RMOC and Area Municipalities

	Protection of Government and Property				Transportation and Services				Environmental Services				Recreation and Community Services				Community Planning and Development				Financial Regional Expenses Levy				Education				Total Expenditures	
	1969	1974	1969	1974	1969	1974	1969	1974	1969	1974	1969	1974	1969	1974	1969	1974	1969	1974	1969	1974	1969	1974	1969	1974	1969	1974	\$000's	1969	1974	
RMOC	9.4	6.3	0.7	0.7	22.0	32.8	12.0	7.3	0.1	0.3	0.2	2.5	2.2	2.3	-	-	-	-	-	-	-	-	26,530	58,704						
Ottawa	4.2	4.4	14.4	17.9	10.0	10.3	3.3	3.6	7.1	8.8	1.2	1.6	2.7	2.0	12.2	15.5	43.0	34.5					85,852	125,563						
Vanier	7.0	7.8	20.6	23.4	13.5	16.9	8.2	3.1	4.7	5.3	0.8	3.9	1.7	5.1	10.4	9.5	30.3	20.2					3,040	6,418						
Rockcliffe Park	7.7	7.7	11.3	13.1	14.1	12.0	7.2	6.0	0.8	0.9	0.0	0.2	0.3	2.4	19.8	17.0	40.3	39.4					794	1,235						
Cumberland	3.3	5.4	3.2	7.4	25.5	27.0	0.7	4.6	1.9	6.7	0.1	0.2	1.8	1.7	8.3	8.7	51.7	38.3					843	2,008						
Gloucester	4.6	5.8	11.1	16.8	10.5	10.1	5.8	4.0	3.2	9.4	1.7	3.0	0.5	5.1	11.5	11.2	46.9	32.6					4,845	12,886						
Goulbourn	5.4	8.8	5.3	6.2	16.2	14.4	2.2	4.5	1.4	11.6	0.4	1.1	2.7	1.7	9.0	13.0	57.0	38.7					1,133	2,278						
March	4.9	6.2	4.7	7.6	13.9	11.6	3.3	1.9	3.9	17.3	1.2	1.4	1.5	0.8	9.6	18.0	55.5	35.3					916	1,995						
Nepean	2.9	3.7	8.9	12.0	5.0	9.6	8.6	7.7	4.0	12.8	0.3	1.0	1.4	7.2	9.6	12.8	57.9	33.1					11,570	25,668						
Osgoode	4.2	4.7	1.6	2.5	23.9	29.8	0.2	1.1	2.9	3.9	0.5	1.5	3.6	2.2	10.4	12.3	50.4	42.0					828	1,418						
Rideau	4.1	5.2	1.9	3.5	23.0	29.5	0.3	1.8	0.6	3.6	0.3	1.1	1.9	2.4	10.0	10.7	55.0	41.9					677	1,762						
West Carleton	4.9	6.8	4.3	4.2	39.6	35.1	0.8	1.5	0.8	1.8	0.8	0.0	2.9	1.0	8.8	12.5	37.1	36.4					1,058	1,807						

Source: Municipal Financial Statements

N.B. Not shown in this Table are expenditures for Conservation of Health, Social and Family Benefits, and "Other Expenditures. In 1969, the RMOC spent 12.9 per cent on Conservation of Health, with area municipalities spending nil. In 1974, the Region spent 9.3 per cent in this category, West Carleton spent 0.8 per cent, and others spent nil. On Social and Family Benefits, the RMOC spent 40.9 per cent of its 1969 expenditures, while Ottawa spent 0.6 per cent and Vanier spent 0.4 per cent. In 1974, the Regional expenditures had dropped to 38.5 per cent while expenditures by several municipalities had risen slightly, with Ottawa the highest at 1.4 per cent.

of course special reasons for these discrepancies, such as rapid urbanization, annexations, etc. (For example, when put on a per capita basis the increases are somewhat different. Vanier's absolute increase of 111 per cent represents a per capita increase of 143 per cent. Conversely while Rideau's increase is high in absolute terms (160 per cent) it had a per capita increase of only 34 per cent.)

Debt

In considering municipal debt a few distinctions must be made. Firstly, short term debt is excluded - e.g., borrowing pending tax collections. Secondly, debt which is incurred for municipal enterprises such as RMOC Waterworks, OC Transpo and hydro commission is excluded. The latter debts are, as a rule, self-liquidating in that they are paid off by charges for service. (For the city of Ottawa there is also some debt for its two municipal hospitals). Municipal enterprise debt exists only for the RMOC, and for Ottawa, Nepean, Gloucester and Goulbourn.

Table 3-5
Debt for RMOC and Area Municipalities

	Total Municipal Debt		Change in %	Per Capita Debt	
	1969	\$000's 1974		1969	1974
RMOC	31,540	45,535	30.7	\$ 70.74	92.95
Ottawa	61,138	57,740	- 5.5	208.54	195.38
Vanier	3,331	5,077	52.4	107.13	247.38
Rockcliffe Pk.	192	362	88.5	85.14	167.13
Cumberland	56	527	841.1	7.51	46.44
Gloucester	2,423	5,747	137.2	70.96	118.52
Goulbourn	56	423	655.4	8.15	40.72
March	150	562	274.7	33.96	85.97
Nepean	3,915	9,704	147.9	69.22	135.75
Osgoode	204	707	246.6	29.12	85.91
Rideau	33	115	248.5	8.53	15.75
West Carleton	34	374	1000.0	6.72	50.58

Source: Municipal Financial Statements

Direct debt is shown in Table 3-5. Clearly debt has risen greatly from 1969 to 1974, except for the city of Ottawa. It should be recalled that when the RMOC was set up it took over debts and liabilities, chiefly from the city of Ottawa, and chiefly for roads and sewerage. RMOC debt is naturally rising as new pollution control plants, sewer lines, etc., are built.

Table 3-5 shows the municipal debt in the Region. In general, the debt increases have been largest in the rural municipalities although it is also true that the per capita debt in these municipalities is much lower than for the urban (or rapidly urbanizing) municipalities. The average debt per capita, for the Region is \$259., an increase of 10.7 per cent over 1969. The range is from a high of Vanier at \$340.33 (the municipal total of \$247.38 plus the Regional debt of \$92.95) to a low of Rideau which has a combined total of \$108.67 .

The RMOC manages debt issuing (debentures) for the area municipalities and all municipal enterprises, as well as on its own behalf. It does not however manage school board debt. For the RMOC and area municipalities with relatively large debt, the debt is financed primarily through debentures held by the public. Other debt is held by senior governments, especially the province. For municipalities with little debt, senior governments hold a relatively larger share of the liabilities .

Questions to Ponder on Chapter 3

1. How would one justify that full grants in lieu be paid on all federal and provincial properties (including business tax where applicable)?
2. Has the time come for all churches, charitable organizations, etc. to pay full taxes on property now exempt?
3. Are there any other feasible taxation or other sources of municipal revenue?
4. In view of the increasing trend for municipalities to be dependent on aid from senior governments, what becomes of the theory of so-called "local autonomy"?
5. Can a case be made for reducing municipal expenditures? If so, what services can be cut back, or what economics can be effected?
6. What is the case for the RMOC undertaking debt management for school board?

Chapter 4

Education in the RMOC

Each of the area municipalities which comprise the Regional Municipality, with the exception of the city of Vanier, expends every year more money on education than on any other single category of expenditure. In 1974, the municipalities in the Region spent, on the average, 36.6 per cent of their expenditures on education. The range varied from 20.2 per cent in Vanier to 42.0 per cent in Osgoode. (See Table 3-4.)

Despite these high proportions, there has been a substantial drop in the average apportionment to education over the past several years. In 1969, the area municipalities spent an average of 47.7 per cent on education, with more than half of the municipalities spending more on education than on all other municipal services combined.

The School Boards

The largest of the area boards is the Ottawa School Board of Education (OBE) which spends about half of the total expended on education in the Region. The OBE provides both elementary and secondary public education to the inhabitants of Ottawa, Vanier and Rockcliffe Park. It was established in 1969 through the amalgamation of the Ottawa Public School Board and the Collegiate Institute Board of Ottawa, with the elementary and the secondary school boards of Vanier and Rockcliffe Park.

The board of trustees is composed of seventeen members. Twelve of the members are elected by public school ratepayers: six from each of two zones. The east zone is composed of the city of Vanier, the village of Rockcliffe Park and the following wards of the city of Ottawa: Alta Vista, Gloucester, Rideau, By-St. George's and Capital. The west zone consists of Britannia, Carleton, Queensboro, Elmdale-Victoria, Dalhousie and Wellington wards in Ottawa. (As a rough guide, we can say that Bank Street is the dividing line between the east and west zones.) There are also four separate school representatives elected at large by the separate school supporters in Ottawa and Rockcliffe Park, and one by the separate school ratepayers in Vanier. Elections to the board take place at the same time as do municipal elections.

Education - Administration, All Boards, 1969 and 1973

Annual Reports of the Minister of Education.

Annual reports of the Minister of Education.
All the regional percentages figures are based on the total number of that level of education, i.e. elementary on total regional elementary figures and secondary on total secondary figures; all separate school board figures are included in elementary.

Figures for student-teacher ratios and for student-classroom ratios have been rounded off to the nearest student.

The Carleton Board of Education (CBE) provides the public and secondary schooling in the eight townships which constitute the remainder of the Region. It too was created in 1969, after the amalgamation of five local area high school boards and thirteen elementary school boards. The board of trustees is composed of twenty members, of whom sixteen represent public school supporters and four are separate school representatives. Seven of the public school trustees are from Nepean township, three are from Gloucester township, and one each is elected from Cumberland, Goulbourn, March, Osgoode, Rideau and West Carleton. The separate school representatives are elected at large.

The Ottawa Roman Catholic Separate School Board (ORCSSB) provides education up to grade 10 to children in Ottawa, Vanier and Rockcliffe Park. The board consists of sixteen members of whom fourteen are elected at large by the separate school ratepayers of Ottawa and Rockcliffe Park and two are elected in Vanier.

The Carleton Roman Catholic Separate School Board (RCSSB) is responsible for the education of children to grade 10 within eight townships of the Region. The board of trustees includes fourteen representatives, with five from Gloucester, five from Nepean, one representing Cumberland, one representing March, one representing Rideau and Osgoode, and one representing West Carleton and Goulbourn townships.

The Programmes

Table 4-1 provides a summary of the administration of each of the area boards for 1969 and 1973. The OBE and the CBE data for elementary and secondary schools are presented separately.

In 1973, there were 85,734 students enrolled in elementary schools in the Region, a drop of more than one thousand students since 1969. This decrease in enrolment has not been distributed evenly among the area boards however. As one might expect, the elementary school enrolment for those boards which service Ottawa, Vanier and Rockcliffe Park has declined steadily over the five-year period, while that of the CBE and the RCSSB has increased, by as much as 45 per cent in the case of the latter board.

Similarly, the number of elementary teachers in the OBE and the ORCSSB has steadily declined while the number of teachers has increased for the CBE and CRCSSB. In every board, however, the number of elementary school students per elementary school teacher has increased.

Of the 57 OBE elementary schools, 39 offer kindergarten to grade 6, sixteen offer kindergarten to grade 8, and two are intermediate schools -- one offering grades 6, 7 and 8, and the other offering grades 7 and 8. All 55 schools which have kindergarten offer places to four-year olds, and fifteen of the schools have French immersion kindergarten, with all schools offering some French instruction from the first year on.

The CBE has 33 elementary schools which offer kindergarten to grades 5 or 6, thirteen schools offering kindergarten to grade 8, and seven schools which offer grades 6 or 7 to 8, totalling 53 elementary schools. Five schools have been designated for French immersion, with English as the language of instruction being phased out to Grade 8. Some French instruction is available in all CBE schools. The CBE has no four-year old kindergarten.

The ORCSSB has, by considerable margin, the highest number of elementary schools in the Region. Of its 76 schools, 39 are English and 37 are French. Of the English schools, 21 offer kindergarten to grade 6, ten offer kindergarten to grade 8, one offers kindergarten to grade 3, one offers grades 4 to 8, three offer 7 and 8, one offers 7 to 10, and one offers grades 9 and 10. There is also one English school which offers total immersion in French in all its grades. All grade 1 classes are French immersion, and French instruction is offered in all English schools. Of the French schools, 25 offer kindergarten to grade 6, five offer kindergarten to grade 8, one offers kindergarten to grade 4, one offers grades 5 to 8, and five offer grades 7 and 8. Four-year old kindergarten is offered in 62 schools, 31 English and 31 French.

Of the 45 schools under the CRCSSB, 26 are English and 19 are French. Among the English schools are six which offer kindergarten to grade 6, seventeen which offer kindergarten to grade 8, one offering grades 7 and 8, one with grades 7 to 10, and one with grades 9 and 10. Of the French schools, ten offer kindergarten to grade 6, seven offer kindergarten to grade 8, and two offer grades 7 and 8. All schools with kindergarten offer places

to four-year olds, and all English schools offer places to four-year olds, and all English schools offer some French immersion instruction.

In 1973, there were 39,020 secondary school students in the OBE and the CBE with most of the increase since 1969 occurring in the Carleton board. As with the elementary schools, while the number of teachers also increased with student enrolment, the ratio of students to teachers is greater now than in 1969.

The OBE will operate 24 secondary schools in the fall of 1975, of which six will be French language schools. This total includes eight schools which specialize in academic subjects including one French school, ten which are composite schools offering academic, commercial and technical courses, including four French schools, four vocational schools (of which one is French) for students with learning difficulties, one school which specializes in commercial subjects and one specializing in technical subjects. One of the OBE high schools is bilingual and a second school includes a French immersion component.

There are approximately 400 children enrolled in four schools for the trainable retarded within the Region. Three of the schools, including one French language school, are operated by the OBE, with the fourth school operated by the CBE.

In addition to what might be considered the central responsibility of the school boards, a wide variety of services are offered to the students and the community, with the largest programme offered by the OBE. Its services include the Ottawa Crippled Children's treatment centre; education for children in hospital or referred by the Family Court, English as a second language programme and the Welcome Centre for new Canadians (in co-operation with the provincial Citizenship branch); special education programmes for children with a wide variety of learning problems; 'after-four' programmes in co-operation with the Recreation and Parks department of the city of Ottawa; and Lighthouse Schools, which attempt to integrate the schools with their communities, serving as a focal point for community activities.

The adult education programmes which are offered by the OBE, and on a much smaller scale by the CBE, involved over 50,000 citizens this past year,

Table 4-2

Education - Revenue, All Boards, (in \$000's)

51

	Ottawa Board of Education				Carleton Board of Education				Ottawa Roman Catholic Separate School Board		Carleton Roman Catholic Separate School Board	
	Elementary		Secondary		Elementary		Secondary		1969	1974	1969	1974
Total Revenue (TR)	19,976	27,581	32,994	50,741	12,381	24,672	11,183	26,085	19,026	26,417	6,203	15,663
Education Levy	15,489	20,283 ¹	17,433	21,006 ¹	5,610	8,123	5,999	7,790	4,782	4,674	1,104	1,949
As a % of TR	77.5	72.8	52.8	41.4	45.3	32.9	53.6	29.9	25.1	17.7	17.8	12.4
Provincial Grants	4,063	6,121	9,302	23,498	6,700	15,639	5,093	17,550	12,905	19,917	4,999	13,299
as a % of TR	20.3	22.0	28.2	46.3	54.1	63.4	45.5	67.3	67.8	75.4	80.6	84.9
Other Revenue	423	1,446*	6,259	6,237*	70	909*	91	745*	1,339	1,826	101	414
as a % of TR	2.1	5.2	19.0	12.3	0.6	3.7	0.8	2.9	7.0	6.9	1.6	2.6

Source: School Board Financial Statements

¹ OBE revenue from Education Levy includes \$581,905 as over-requisition for 1973 elementary panel, and \$1,020,743 as over-requisition for 1973 in secondary

* Includes special grants from Province of Ontario

with a variety of academic and recreational courses during both the day and evening.

School Financing

The funding for education comes primarily from two sources: the municipal education levy and provincial grants. Table 4-2 reveals, however, that there is a considerable diversity among the area boards as to the relative importance of these sources.

The education levy accounts for less than half of the total revenue for all schools in the Region, with the exception of the elementary schools in the OBE. The amounts required for education are set by the individual schools boards and levied upon the municipalities, which then set their mill rate for education.

Provincial grants to the area school boards are apportioned by a formula which takes into account the assessment base of a given board and the special costs which might be incurred by that board. These grants are calculated separately for elementary and secondary schools, and are paid as a 'grant rate' of the 'provincially-recognized ordinary expenditures'. For the OBE this rate is 26.8 for elementary schools and 62.5 for secondary schools. The CBE rates are 69.3 for elementary schools and 74.6 for secondary schools. For the separate school boards, the same rate of provincial grant is received for students in grades 9 and 10, as for those in kindergarten to grade 8. The ORCSSB rate is 81.0 and the CRCSSB rate is 87.0.

These variations in the rate are reflected in the percentage of the total revenue for each board which consists of provincial grants, ranging from a high 84.9 per cent for the CRCSSB to a low of 22.0 per cent for the OBE elementary schools. In every case, however, the percentage of provincial contributions is greater than it was in 1969. It is thus clear that more and more education costs have been shifted upwards from local authorities to the province.

In addition to the 'recognized ordinary expenditures' for which the provincial grants are received, there are special services or programmes which are funded in toto either by the local tax levy or through special grants from senior levels of government. An example of the latter

Table 4-3

Education - Expenditures, All Boards (in \$000's)

53

	Ottawa Board of Education				Carleton Board of Education				Ottawa Roman Catholic Separate School Board		Carleton Roman Catholic Separate School Board	
	Elementary		Secondary		Elementary		Secondary		1969	1974	1969	1974
	1969	1974	1969	1974	1969	1974	1969	1974				
Total Expenditure (TE)	19,966	26,832	32,626	50,265	12,381	24,447	11,112	25,802	18,984	26,715	6,203	15,789
Business Administration as a % of TE	375 1.9	420 1.6	1,047 3.2	1,125 2.2	487 3.9	533 2.2	322 2.9	419 1.6	616 3.2	705 2.6	345 5.6	487 3.1
Instruction as a % of TE	12,257 61.4	16,780 62.5	22,544 69.1	32,717 65.1	7,646 61.8	14,535 59.5	5,623 50.9	14,259 55.3	11,930 62.8	16,123 60.4	3,571 57.6	9,714* 61.4
Educational Services as a % of TE	856 4.3	663 2.5	661 2.0	1,338 2.7	223 1.8	312 1.3	141 1.3	194 0.8	520 2.7	595 2.2	75 1.2	- -
Plant as a % of TE	2,670 13.4	3,522 13.1	3,962 12.1	5,602 11.1	1,485 12.0	2,691 11.0	863 7.7	2,283 8.8	2,107 11.1	3,101 11.6	609 9.9	1,544 9.8
Transportation as a % of TE	367 1.8	821 3.1	15 0.04	528 1.1	678 5.5	1,473 6.0	684 6.2	1,694 6.6	417 2.2	1,006 3.8	343 5.5	1,521 9.6
Tuition as a % of TE	3 0.02	56 0.2	363 1.1	129 0.3	97 0.8	106 0.4	2,129 19.2	2,759 10.7	25 0.1	68 0.3	209 3.4	52 0.3
Debt Charges on Capital Borrowing as a % of TE	2,284 11.4	1,928 7.2	2,816 8.6	4,321 8.6	1,721 13.9	3,081 12.6	1,272 11.5	2,985 11.6	2,691 14.2	3,385 12.7	1,034 16.7	2,269 14.4
Other Expenditures as a % of TE	1,154 5.8	2,642 9.8	1,220 3.7	4,505 9.0	45 0.4	1,716 7.0	77 0.7	1,208 4.7	678 3.7	1,733 6.5	17 0.3	203 1.3

Source: School Board Financial Statements

* Educational services are included with Instruction expenditures

is the special funding which each of the boards has received from the federal Secretary of State and from the province, to cover the cost of an expanded French language programme.

The 'Other Revenue' of the school boards includes these special grants as well as receipts from tuition and rentals. Only in the secondary schools of the OBE does the 'Other' category amount to an appreciable sum, largely because of the revenue from tuition for students from other boards, particularly from the CBE.

Table 4-3 provides an overview of expenditures for each of the area boards. The total expenditures for the area boards amount to almost \$170 million, an increase of about 70 per cent since 1969.

For each board, the largest expenditure item is Instruction ranging from a high of 65.1 per cent for OBE secondary schools to a low of 55.3 per cent for CBE secondary schools. The Instruction category of expenditure consists primarily of the salaries and employee benefits for teachers and for directors of education, supervisory personnel, consultants, inspectors, and special instruction personnel.

The second largest item of expenditure for the OBE is the operation and maintenance of Plant, including schools and other school board buildings. Of the OBE elementary school expenditure, 13.1 per cent is apportioned to Plant, while the CBE secondary schools expend only 8.8 per cent.

For the other boards in the Region, the second largest category of expenditure is Debt Charges on Capital Borrowing, reflecting to some degree the more recent expansion in their enrolment, and consequently the more recent increase in capital spending. The CRCSSB allocates 14.4 per cent of its total expenditure to this item, contrasted with a low of 7.2 per cent for OBE elementary schools.

For both the CBE and the CRCSSB, Transportation is a major category of expenditure amount to 9.6 per cent of the total expenditures for the latter board, as compared to only 1.1 per cent for OBE secondary schools.

Educational Services, which include audio-visual aids, library services, guidance counselling and psychological services, range from a high of 2.7 per cent for OBE secondary schools to a low of 0.8 per cent for CBE secondary schools.

Business Administration accounts for 3.1 per cent of the CRCSSB expenditures, and 1.6 per cent of the OBE elementary schools and the CBE secondary schools. This category of expenditure includes trustee honoraria, senior management personnel, financial, legal, technical, public relations, and specialized staff, and clerical, secretarial and temporary staff. For the purpose of this summary, the costs include salaries, supplies and fees for service which are incurred in the operation of school board computer facilities.

Expenditures on Tuition (paid to other boards) amount to less than one-half of one per cent for each of the boards in the Region, except for the CBE secondary schools where Tuition amounts to 10.7 per cent of total expenditures, most of which is paid to the OBE secondary schools.

The category of 'Other' expenditure includes, for the purpose of this summary, expenditures on attendance officers, cafeteria staff and costs, and health services as well as interest on temporary borrowing and miscellaneous expenses. The ORCSSB spends 6.5 per cent of its total expenditure in this category, while the CRCSSB spends only 1.3 per cent. Non-allocated Capital Expenditures (not shown) are those capital costs which are not included in a programme budget, for example in Instruction or Plant. Only in the OBE is this item a major expense at 5.4 per cent for elementary schools and 5.2 per cent for secondary schools.

Table 4-4 summarizes the assets and debts for each of the boards within the Region. The total book value of capital assets for all four area boards has kept pace with the pattern of total expenditure since 1967, rising 76 per cent to \$358 million in 1974. Among the boards the greatest rate of growth was 107 per cent for the CRCSSB, while the slowest growth has occurred in the ORCSSB at 36 per cent. The OBE has, over the five-year period, marginally increased its share of the total assets of the four boards to 57 per cent.

For all of the boards, over 80 per cent of capital assets are in buildings. For the OBE and the CBE furniture and equipment form the next largest proportion of assets, while for the CRCSSB land is the next most valuable asset.

Between 1969 and 1974, the amount of debenture debt outstanding for the OBE and CBE increased, though at a slower rate than did their consolidated revenue. For the ORCSSB, both the dollar amount of debt

Table 4-4

Education - Assets and Debt

	Ottawa Board of Education		Carleton Board of Education		Ottawa Roman Catholic Separate School Board		Carleton Roman Catholic Separate School Board	
	\$000's		\$000's		\$000's		\$000's	
	1969	1974	1969	1974	1969	1974	1969	1974
<u>Total Value of Capital Assets</u>	111,833	205,109	49,719	89,372	31,851	43,453	9,782	20,264
Land	8,678	11,324	1,836	4,801	n.a.	n.a.	456	1,500
as a % of CA	7.8	5.5	3.7	5.4	-	-	4.7	7.4
Buildings	90,874	173,548	43,152	74,889	n.a.	n.a.	8,473	16,692
as a % of CA	81.3	84.6	86.8	83.8	-	-	86.6	82.4
Furniture and Equipment	12,050	19,935	4,374	9,227	n.a.	n.a.	673	1,467
as a % of CA	10.8	9.7	8.8	10.3	-	-	6.9	7.2
Other	231	302	357	455	n.a.	n.a.	180	605
as a % of CA	0.2	0.1	0.7	0.5	-	-	1.8	3.0
<u>Total Debt*</u>								
Debt								
Outstanding	40,759	46,120	31,609	53,678	27,749	24,916	3,719	20,414
as a % of Revenue	77.0	65.0	134.5	109.3	144.7	104.7	60.0	138.8
Debt Issued	1,550	1,337	3,872	2,401	4,885	600	11,164	3,368
as a % of Revenue	3.0	1.9	16.5	4.5	25.7	2.4	180.0	22.9

Source: School Board Financial Statements

*For the Public Boards, includes Elementary and Secondary

and the percentage figure decrease, while for the CRCSSB both figures increased substantially. In 1974, the OBE was the only area board, the revenue of which for one year was greater than its outstanding debenture debt.

New debt incurred in 1974 by each of the boards was in the form of long-term liabilities issued, at par, to the Province of Ontario Education Capital Aid Corporation. The CRCSSB issued the greatest amount of debt in the year, both in dollar terms and in terms of percentage of consolidated revenue.

Post-Secondary Education

There are three major post-secondary educational institutions within the Region: Algonquin College of Applied Arts and Technology, Carleton University and the University of Ottawa.

Algonquin College is bilingual community college specializing in technical or applied education leading to employment in the labour market, and includes special adult retraining, management development and apprenticeship training programmes. The College, with about 10,000 full-time students, has several campuses located within the Region, as well as elsewhere in Eastern Ontario.

Approximately 10 per cent of the College's \$20 million in revenue is collected from student fees, with provincial grants and federal reimbursements accounting for all but a small fraction of the remainder. About 65 per cent of its expenditures are for academic services, with 13 per cent for plant maintenance, 7 per cent for administration, 7 per cent for interest on debentures, a further 7 per cent for educational resources and student services, and the remainder for miscellaneous expenses. The book value of Algonquin's capital assets is approximately \$36 million, with outstanding debentures amount to 92 per cent of consolidated revenue per year.

Carleton University includes Faculties of Arts (Humanities, Social Science and St. Patrick's College), Science, Engineering, and Graduates and Research, plus a number of Schools and Institutes. Approximately 8,000 full-time and 6,000 part-time students attend classes on the Rideau River campus of the University.

About one-fifth of Carleton's \$35 million budget is funded through tuition fees, 70 per cent is funded through provincial grants and reimbursements, and the remainder is from sponsored research, endowments and other sources. Academic Services account for 55 per cent of Carleton's budget with 10 per cent spent on plant maintenance, 8 per cent on library services. 7 per cent on administration, and the remaining 10 per cent on 'Other' expenditures. The total book value of Carleton's capital assets is \$91 million (building 70 per cent, equipment 23 per cent, land 7 per cent) with debentures outstanding amounting to 150 per cent of the consolidated revenue.

The University of Ottawa is a bilingual institution with Faculties of Arts, Education, Law, Management Science, Medicine, Philosophy, Psychology, Science and Engineering, Social Science, and Physical Education and Recreation, and has as an affiliate St. Paul University, which includes a theological school. The University, with campuses in Sandy Hill, Ottawa East and on Kilborn Avenue, has approximately 9,000 full-time students and an additional 5,000 part-time students.

About 70 per cent of the University's revenue of \$48 million is received in the form of provincial grants and reimbursements, with a further 15 per cent from student fees, 10 per cent from sponsored research, and the remainder from endowments and other sources. The University expends 57 per cent of its budget on academic services, 12 per cent on debt servicing, 12 per cent on plant maintenance, 7 per cent on library services, 6 per cent on administration, 2 per cent on student services, and the remainder on miscellaneous items. The book value of capital assets owned by the University of Ottawa is about \$50 million (46 per cent buildings, 40 per cent land, 14 per cent equipment), and debentures outstanding amount to 140 per cent of the consolidated revenue.

Questions to Ponder on Education

1. Should all the separate school trustees on the OBE and the CBE be elected by ward? Should the same apply to all trustees of the ORCSSB?
2. Should the OBE and the CBE operate French language elementary schools as they do with secondary schools?
3. Should there be public funding for private and/or "alternate" schools?
4. In view of the high (and increasing) proportion of school costs paid for by provincial grants, should boards and/or schools be subject to greater provincial direction?
5. Should there be a Regional School Board (like that in Metro Toronto) "having responsibilities for finance both capital and current", and for certain other matters on behalf of all other school boards in the Region?
6. Should school boards be elected at all, or should schools instead be run by committees of municipal councils?
7. Is it desirable and feasible to set up one school board in the RMOC to manage all French language schools?

Chapter 5

Health and Hospital Services

Government expenditures on health services have increased considerably over the period since 1969. These costs are not generally borne by local municipalities however, but rather by the province. In 1974, 9.3 per cent of the Region's budget was directed to the conservation of health, primarily to hospitals and to the Regional Area Health Unit.

Ambulance Services

Ambulance services in the Regional Municipality, which until 1973 had been provided by two private companies, are now operated by the Ambulance Services Branch of the Ministry of Health. Thirteen vehicles operated in 1974 with back-up provided in the outlying areas of Ottawa-Carleton by ambulances from jurisdictions adjacent to the RMOC. In 1974, the service provided 35,825 responses to calls, an increase of 144.2 per cent since 1969 when the same number of ambulances were operating in the Region.

Salaries and employee benefits for the 54 staff consumed 90 per cent of the \$650,000 total expenditures in 1974, with the cost of vehicle operation consuming much of the remaining expenditure. The revenue for operation is in the form of a bi-monthly cash flow from the Ontario Hospital Service Commission, based on a projected budget, with any variance from the projection adjusted at year's end.

Hospitals

Within Ottawa-Carleton there are ten hospitals in operation, with another, the Queensway-Carleton Hospital, scheduled to open in July of 1976. Table 5-1 provides a list of these hospitals and gives an indication of the services which they provide and their ownership. Each public hospital is run by its own board. Of the hospitals listed, the Civic Hospital, the Ottawa General, the Children's Hospital, the Royal Ottawa and the National Defense Medical Centre are formally affiliated for teaching purposes with the Faculty of Medicine of the University of Ottawa.

Table 5-1

Hospitals in the Ottawa-Carleton Region (1974)

Hospitals	Type	Service	Ownership
Children's Hospital of Eastern Ontario	Public	Specialty	Lay Corporation
Hôpital Montfort	Public	General	Provincial
National Defense Medical Centre	Federal	General & Extended Care	Federal
Ottawa Civic Hospital	Public	General	Municipal
Ottawa General Hospital	Public	General	Religious Organization
Perley Hospital	Public	Chronic & Extended Care	Lay Corporation
Riverside Hospital	Public	General	Municipal
Royal Ottawa Hospital	Public	Psychiatry & Rehabilitation	Lay Corporation
Salvation Army Grace Hospital	Public	General	Religious Organization
St. Vincent Hospital	Public	Rehabilitation & Extended Care	Religious Organization

Source: Annual Return of Hospitals, Form HS-1, Statistics Canada

Table 5-2 summarizes the inventory of "rated" beds for the regional hospitals. Most of the change in the total number of beds in the Region between 1969 and 1974 can be attributed to the opening of the Royal Ottawa Hospital and the Children's Hospital of Eastern Ontario. While the number of rated beds increased by 15.7 per cent, the number of beds set up increased less quickly, with the number of chronic rated beds actually decreasing. The total number of patient days for regional hospitals has kept pace with the increase in the number of beds, amounting to over 1.1 million in 1974.

Table 5-2

Hospital Beds in the Ottawa-Carleton Region

	1969	1974	Change	% Change
Total Number of Rated* Beds	3,455	3,999	544	15.7
Total Beds Set Up	3,415	3,687	272	8.0
Active Beds	2,645	2,914	269	10.2
Chronic Beds	810	773	-37	-4.6
Bassinets	365	308	-57	-15.6
Total Number of Patient Beds	1,020,231	1,109,449	89,218	8.7

Source: Annual Return of Hospitals, Form HS-1, Statistics Canada

* Rated beds are the number of beds that the hospitals are designed to accommodate

In 1975 approximately \$100 million will be spent on hospital services in the Region, with the Civic Hospital, the largest in the area, accounting for as much as 40 per cent of the amount, while the Perley Hospital, the Region's smallest, amounts to only 3 per cent of that total. In each of the hospitals the major expenditures are salaries and employee benefits for the 10,000 staff employed full or part-time in area hospitals. Nursing staff generally forms the largest portion of total staff ranging from 30 to 55 per cent, followed by administration and support staff, and diagnostic and therapeutic staff.

The provincial government, with assistance from the federal government, is the primary source of revenue for hospital services, accounting for as much as 90 per cent of revenue in the cases of the Perley Hospital and St. Vincent Hospital. Provincial contributions, which flow through the Ontario Hospital Services Commission, more commonly make up 70 per cent of revenue, with the remainder consisting of direct payments from the federal government and the Workmen's Compensation Board, and recovered costs for non-Ontario patients (of which there are a significant number in area hospitals, chiefly from Quebec) and for uninsured patients. Some hospitals also receive revenue from fees charged to out-patients, and from special grants and other sources.

Aid to hospitals by the Regional Municipality is optional under the provisions of the legislation. In 1974, the Region apportioned \$1.5 million

to hospitals, to be used for capital expenditures. Grants are approved on an individual basis, with a by-law authorizing each grant. Similarly, area municipalities have the option of providing aid to hospitals, though West Carleton was the only municipality in 1974 to do so.

The City of Ottawa is unique in the Region in that it owns the assets of the Ottawa Civic and the Riverside Hospitals. Not since 1968, however, has the city been requested by these hospitals to contribute to their operating costs. The total book value of assets for the ten regional hospitals is approximately \$60 million, of which 80 per cent is buildings, 16 per cent is equipment, and four per cent is land. The total outstanding debt for the ten hospitals is \$24 million dollars.

Health Unit

The Ottawa-Carleton Regional Area Health Unit is responsible for a wide variety of public health programmes within the Regional Municipality. It was established in 1969 under the provisions of the Regional Municipality of Ottawa-Carleton Act, and resulted in the amalgamation of the former boards of health for Ottawa, Vanier and Carleton County.

The Health Unit is responsible to the Board of Health, a body consisting of up to six members of Regional Council and three persons appointed by the provincial government. The composition of the Health Unit's budget is the responsibility of the Board, though Regional Council must give final approval to the amount of total expenditure, and the Region's share of the costs.

The Health Unit is under the direction of the Medical Officer of Health, who is nominated by the Board of Health, and appointed by the Lieutenant-Governor-in-Council.

Table 5-3 provides a breakdown of the Health Unit staff by division. While the change in the total number of staff since 1969 has been substantial, most of the change occurred in 1974 when the nursing staff of the Ottawa Board of Education was integrated with the Health Unit, resulting in an increase of about 50 nurses. The three special programmes which have been added since 1969 account for all but a small segment of the remaining new staff positions.

In addition to the full-time staff, the Health Unit employed 41 public health nurses, ten clinicians, and four dental hygienists on a part-time basis in 1974.

Table 5-3

Ottawa-Carleton Regional Area Health Unit - Administration

	1969	1974	Change in %
<u>Total Staff</u>	144	228	58.3
Public Health	124	177	29.9
Medical	3	2	-33.3
Nursing	92	143	55.4
Dental	4	3	-25.0
Inspection	25	29	16.0
Administration	20	25	25.0
Home Care	0	10	-
Dental Treatment	0	14	-
Geriatrics	0	2	-

Source: Annual Reports of the Ottawa-Carleton Regional Area Health Unit

A central responsibility of the Health Unit is the prevention and control of communicable diseases including tuberculosis, venereal disease, rabies and other diseases such as mumps, chicken pox and rubella. In 1974, 502 immunization clinics were held in over thirty locations across the Region, in addition to the regular school immunization programme. In total, 35,899 people attended the clinics and more than 42,000 inoculations were administered.

In addition, the venereal disease clinic provided examination to 6,385 individuals attending the clinic in 1974, and 1,398 positive cases were reported, an increase of 217.7 per cent since 1969. The clinic provides treatment and follow-up of positive cases, as well as public education.

The family planning clinic which is conducted by the Health Unit is among the largest in Ontario, with more than 11,000 visits in 1974. Medical examinations, counselling and referrals are provided six days a week.

The staffing for each of the above programmes is provided primarily by the public health nurses, who constitute more than 60 per cent of the total Health Unit staff.

With the integration of the OBE schools, the Health Unit now has responsibility for the school health programme in all public and separate schools in the Region (plus several private schools). This programme includes 31 nurses who are employed full-time in the schools, with assistance from part-time and district nurses, providing general health services, including visual and audiometric screening, follow-up and referrals. Nursing staff also provide a pre-school assessment programme in which over 60 per cent of children entering 1974 fall classes were tested. In addition to the school-oriented activities, nursing staff are employed in Community Service Centres and the aforementioned clinics, and provide a hospital liaison nursing service. Nurses also made 31,207 home visits in 1974, and provided public education courses in such areas as child care.

The dental staff of the Health Unit has the primary responsibility for public education regarding dental health. The focal point of the prevention programme is the schools where in 1974, 25,727 students in 181 schools were inspected. Special emphasis is placed on education for primary school children and a fluoride brush-in programme is conducted in all schools. Dental staff also participate in the pre-school screening programme and keeps statistics on the dental health of the Regional population. The dental programme was curtailed to some extent because of the six vacancies at year end in the dental hygienists' positions.

The Health Unit also has responsibility for public health inspections. These include assessing the quality of public and private water supplies (1,467 routine inspections with 335 follow-up); ensuring the safety of establishments which process or sell food (20,789 inspections, 2,316 follow-up and 9 establishments closed); maintaining the standards of environmental sanitation in housing, public buildings and areas, and solid waste disposal (9,466 inspections with 4,333 follow-up); and checking the spread of communicable disease (538 inspections with 771 follow-up). The inspection branch of the Health Unit also acts as agents of the RMOC for the enforcement of regulations regarding private sewage disposal,

Table 5-4

Ottawa-Carleton Regional Area Health Unit - Revenue and Expenditures (in \$000's)

	1969	1974	Change in %
Total Revenue (TR)	1,385	3,297	183.5
Regional Grants as a % of TR	345 24.9	995 25.3	188.4 1.6
Provincial Grants as a % of TR	1,040 75.1	2,903 73.9	179.1 -1.6
Federal Grants as a % of TR	0 0.0	28 0.7	- -
Total Expenditures (TE)	1,385*	3,927	183.5
Administration as a % of TE	318 23.0	351 8.9	10.4 -61.3
Public Health Services as a % of TE	1,066 76.9	2,882 73.4	170.4 -4.5
Medical	96	150	56.3
Nursing	713	2,144	200.7
Inspection	226	475	110.2
Dentistry	30	113	276.7
Home Care Programme as a % of TE	- -	451 11.5	- -
Dental Treatment as a % of TE	- -	214 5.4	- -
Geriatrics as a % of TE	- -	28 0.7	- -

Source: Annual Reports of the Ottawa-Carleton Regional Area Health Unit

* Includes \$1,285 deficit assumed January 1, 1969

including the approval and inspection of new septic tanks, 837 in 1974. It also has "total responsibility for the assessment of severance applications in the Region." (The quotation is from the Sixth Annual Report of the Health Unit.)

The Home Care programme is designed to provide patients with nursing and homemaking services which allows them to leave hospital and continue their recovery under supervision, but in their own home. In 1974, 2,070 patients were included in the programme, an increase of more than 15 per cent from the previous year. A total of 47,144 patient days were provided, averaging about 23 days per patient. This programme is funded totally by the provincial government, with the Health Unit purchasing supplementary services from the Visiting Homemakers of Ottawa and the Victorian Order of Nurses.

The Health Unit also administers a dental treatment programme which provides free and complete dental treatment to school-aged children of low income families. The programme has been operating at full strength since June of 1974, with six dentists and three clinics. Some 4,562 children have qualified for treatment, which includes preventive education and regular recall for maintenance. Application must be made for services, with a means test applied to determine eligibility. This programme is funded 100% by the Regional Municipality.

One further special project is a three-year study of the health needs of the geriatric population, undertaken by the Health Unit for the federal government.

As is evident in Table 5-4, the largest source of revenue for the Health Unit is the provincial government, with the Region responsible for all but a small fraction of the remainder. While most public health services are shared cost programmes between the Province and the Region, the three special projects (Home Care, Dental Treatment and Geriatrics) are not.

From Table 5-4, one can see also that the total expenditure of the Health Unit has risen by 183 per cent since 1969. As approximately 85 per cent of the total expenditures are in the form of salaries and benefits, this increase reflects the additions to staff, plus the better salary levels for employees, particularly nurses. The distribution of expenditures across programmes is roughly equivalent to the distribution

of staff, again because of the predominant effect of salaries on expenditures.

District Health Council

The Ottawa-Carleton Regional District Health Council was established early in 1974 -- the first such council in Ontario. The formation of district health councils is the beginning of a complete re-organization of the health care delivery system by the province of Ontario. The Ottawa-Carleton District Health Council is to be responsible for the planning and co-ordination of the entire health care system, along guidelines set down by the provincial Ministry of Health. Among its goals are the identification of health needs and the best methods of meeting these needs; the integration of the health care system; the effecting of economies in health care delivery while maintaining quality; the redirection of a greater proportion of resources to non-hospital care, and to a general promotion of good health; and a closer liaison between health systems and other human services.

The Council is advisory to the Ministry, identifying priorities for Ottawa-Carleton. It is composed of about fifteen people, including six representatives of health "deliverers" (e.g., doctors and hospital personnel), six representatives of consumers of service, and three representatives from local governments. Appointments are made by the Lieutenant-Governor-in-Council.

The Council has a small staff including an executive director, with the funding of the Council provided by the provincial government.

Questions to Ponder on Chapter 5

1. How feasible is it to reduce hospital costs by putting chronic cases into nursing homes? Are there any other ways to reduce hospital costs? Is such deduction desirable?
2. In at least one regional government the Board of Health has been abolished, and its powers transferred to the Regional Council. Would this be a wise step in the RMOC?
3. Should public health programmes be within the purview of the Ottawa-Carleton Regional District Health Council?
4. Should the link between the District Health Council and the RMOC be strengthened?

Chapter 6

Social Services

An examination of social services in the Region reveals a complex network of programmes, cost-sharing arrangements and administering agencies, including the federal and provincial governments and both the Regional and the area municipalities.

Expenditures on social services annually consume a greater portion of the Regional budget than does any other single category of expenditure. In 1974, 38.5 per cent of Regional funds were directed to the operation of the Social Services Department and other social services. While this percentage has not been changed substantially from 1969, the \$22.6 million spent in 1974 is more than double the amount spent in the Region's first year of operation. Expenditures by area municipalities are generally very limited (see Table 3-4) and for the most part are paid to the Region in order that particular services will be made available to their residents.

Altogether, however, a total of \$40 million was spent within the Region in 1974. This latter amount includes programmes which were administered directly by the province through its local offices, and represents a per capita expenditure of \$80.00, as compared to \$50.00 in 1969. (In addition, there were direct federal expenditures on such things as pensions, family allowances and unemployment insurance benefits.)

Of the \$40 million mentioned above, 43 per cent of the costs were borne by the federal government and 41 per cent by the provincial government. A further 14 per cent is provided by the Regional Municipality, while the remaining 2 per cent is provided from other sources. Of the entire expenditure for social services in Ontario -- \$500 million for 1974 -- the proportion borne by the three levels of government was 46 per cent provincial, 42 per cent federal and 11 per cent municipal. (Again, this excludes direct federal programmes.)

Social services in the Region receive less provincial funding and more municipal funding than elsewhere in the province. In fact, the RMOC contribution for 1974, at 14 per cent, was the highest level of local contribution in the province. This may result from more innovative programmes in Ottawa-Carleton for which contributions from the provincial government are not received.

The details of cost-sharing agreements vary from one programme to the next, and are sometimes rather complicated. The first point to note is that most social services are funded through the Canada Assistance Plan (CAP) in which the federal government agrees to pay 50 per cent of the total cost of any programme which provides service to individuals falling within the definition of "persons in need".

The second point is that local programmes (the \$22.6 million administered by the RMOC) are most often funded in one of two ways. For some programmes, the RMOC assumes 20 per cent of the cost, with the province funding 30 per cent and the federal government under CAP paying 50 per cent. For certain other programmes, the Regional Municipality assumes 50 per cent of the cost, with the federal government contributing the remaining 50 per cent. In both cases, the federal contribution is channelled to the RMOC through the provincial government.

RMOC Social Services Department

The Social Services Department of the RMOC is primarily responsible for administering the provisions of the General Welfare Assistance Act and Regulations, although it offers many other programmes and services as well. The Department is headed by a Commissioner of Social Services and is divided into five branches: the Financial Services branch, Social Services branch, Nursing Homes and Special Care branch, Day Care branch, and the Administration branch.

Recommendations from this Department to the Executive Committee of Regional Council are first examined by the Social Service Committee which consists of eight members of the Regional Council. This latter committee receives advice from the Citizens' Advisory Committee which includes among its members, consumers of the Department's services.

As stated above, the principal programme which is administered by this Department is General Welfare Assistance. This programme offers short-term financial assistance in the form of a monthly budgeted living allowance and other benefits, to those who find themselves temporarily without means of support. This group includes those who are unable to work because of physical or mental illness (unemployables), female heads of families, unemployed persons, and short-term foster care for children. Of the funds

which the Department receives from the Province, about 80 per cent are designated as supporting this programme.

For families or individuals who are likely to be in need for a prolonged period of time, assistance is provided not by the Regional Municipality, but rather by the provincial government, under the provisions of the Family Benefits Act.

The Department also administers several assistance programmes which are less generic in nature. Supplementary Aid, for example, is provided to those in the Region who are living on pensions which do not adequately meet their needs. In the past year, the \$20.00 monthly ceiling on such payments has been eliminated. The Special Assistance programme makes funds available for prescribed drugs, funeral and burial costs, dental services, optical services, prosthetic appliances, vocational training, emergency travel and other special needs. In order to qualify for assistance through this programme, one must meet the definition of "persons in need", which includes those who are employed but earn only marginal incomes.

Table 6-1

RMO Social Services - Monthly Average Caseload

	1969	1974	Change in %
<u>Total Caseload (TCL) (Monthly Average)</u>	5,263	11,3.25	115.2
Aid to Unemployables*	2,098	3,884	85.1
as a % of TCL	39.9	34.3	-14.0
Aid to Employables*	989	492	-50.3
as a % of TCL	18.8	4.3	-77.1
Supplementary Aid	224	2,776	1,139.3
as a % of TCL	4.3	24.5	469.8
Special Assistance	1,526	3,554	132.9
as a % of TCL	29.0	31.4	8.3
Nursing Homes and Special Care	349	204	-41.5
as a % of TCL	6.6	1.8	-72.7
Foster Child Care	77	27	-64.9
as a % of TCL	1.5	0.2	-86.7
Hostels	0	388	-
as a % of TCL	0.0	3.4	-

Source: RMO Social Services Department

* For these categories of recipients, case head but no dependents are included

Table 6-1 provides a breakdown of the average monthly caseload for 1969 and 1974. The total number of people seeking assistance more than doubled over this period, though there was a considerable variation in the rates of change for individual categories of clients. The most dramatic shift was the increase in the number and proportion of clients who are seeking supplementary aid. The only other category of client to increase as a proportion of the total caseload was the special assistance classification. In both cases these are programmes where the Region is merely supplementing the income of clients in light of special circumstances or needs.

The most significant decrease occurs in the aid to employables category, in which both the numbers and percentage of clients decreased, with comparable decreases in the foster child care and the nursing home and special care classifications. In most cases these decreases can be attributed to the creation or improvement of other assistance programmes which deal with similar situations, for instance, improved UIC benefits. (Changes pending in the federal U.I. Act may reverse this trend with respect to employables.)

Aid to unemployables, while decreasing as a proportion of the total, remains the largest single category of clients. A new category which began in late 1971, is the hostels classification, and refers to payments made for transients or destitute persons who cannot afford the cost of overnight accommodation at missions or hostels.

A new project is scheduled to begin in the fall of 1975, in which an undetermined number of low-wage earners whose monthly net income is less than the amount they would receive through welfare benefits, will be eligible for a monthly cash supplement. The amount will be that which they would receive on welfare plus a \$100.00, minus their net income. This pilot project is one of three in the province. Funding is limited to \$200,000 in its first twelve-month period, with the Region contributing 50 per cent and the province covering the other 50 per cent with federal funds through the CAP programme.

In addition to assistance in the form of financial aid, the Department provides several other social service programmes. Social service staff form part of the delivery team in the two Community Service Centres, in Lower Town East and on Eccles Street. Teaching Home

Management provides an education programme to parents of low income families who require assistance in developing such homemaking skills as budgeting, nutrition and childcare. The Housing Registry provides free information on available rental accommodation to all residents of the Region, while concentrating on housing for those with low incomes. The Landlord and Tenant Advisory Bureau offers advice on problems which are encountered by landlords and tenants regarding the rights and responsibilities of both parties, and is available to all residents in the Region.

The Nursing Homes and Special Care branch provides information, advice and assistance to elderly persons who are having health, social and financial problems, or who are unable to arrange for their own welfare. The branch is responsible for the care of elderly living in their own homes and operates a supervised boarding care programme. The service became a Regional responsibility in 1970.

About 210 people are employed full-time by the Social Service Department to conduct the programmes outlined above. Of that number, 100 are employed in the Financial Services branch, 30 are employed in Social Services including four in the Community Service Centres, 20 are employed in the Nursing Home and Special Care branch, and 60 are employed in Administration. The staff complement has doubled since 1969, with the greatest changes occurring as a result of the creation of the Nursing Home and Special Care branch in 1970, and increases in the Social Services and Financial Services branches. In addition, there were 60 persons employed in the Day Care Branch, an increase from 1 in 1969, and three persons employed in the Homemakers and Nurses Services unit.

Table 6-2 provides a breakdown of the revenue of the Social Services department for 1969 and 1973. The total revenue for the Department has increased 68.0 per cent over this period, with the Regional contribution increasing more quickly than did provincial grants. As such, the split between provincial and local funds has shifted slightly from 75/25 to 70/30. This change results primarily from the disproportionate increase in programmes for which the Region receives no provincial contribution as such, but simply the 50 per cent grant which passes from the federal government to the Region through the province. Programmes for which there is an 80/20 split between senior levels of government and the RMOC include General Assistance, the largest of the Department's programmes, Supplementary Aid and the Nursing Homes and Special Care Branch. In the case of the latter

programme, the 20 per cent local share is financed in toto by the city of Ottawa. Other programmes, such as Special Assistance, are funded 50/50 (i.e., 50 per cent from the RMOC and 50 per cent from the federal government),

Table 6-2
RMOC Social Services - Revenue (in \$000's)

	1969	1973	Change in %
<u>Total Revenue (TR)</u>	8,477	14,244	68.0
RMOC Contribution	1,966	4,111	109.1
as a % of TR	23.2	28.9	25.6
Provincial Grants	6,298	9,843	56.3
as a % of TR	74.3	69.1	-7.0
Administration	254	1,047	312.2
General Assistance	5,195	7,814	50.4
Special Assistance	165	601	264.2
Supplementary Grants	30	366	1,120.0
Other Grants	654	16	-97.6
Other Revenue	213	290	36.2
as a % of TR	2.5	2.0	-20.0

Source: RMOC Current Budget - Revenue and Expenditure Estimates

while administration is funded on a 50/50 basis above a 1961 base level of expenditure. Finally, there are other programmes such as the Landlord and Tenant Advisory Bureau, the Housing Registry and the Grants and Contribution which are available to all residents and are funded 100 per cent by the Regional Municipality.

Table 6-3 categorizes the expenditures of the Department by branch. Expenditures in the Administration branch have increased most quickly, amounting in 1973 to 16.3 per cent of expenditures. Financial Services decreased as a fraction of total expenditure over this period, primarily because of the drop in aid to employables and in the "Other" classification. This latter classification includes allowances for foster care and payments to homes for the aged and nursing homes for residents who are unable to meet their expenses. While expenditures on Social Services have decreased as a category, in fact all but one of the programmes involved have increased their expenditures. Of the 1969 total, 96 per cent were spent on health services, which since the introduction of OHIP and the transfer of the dental treatment programme to the Area Health Unit, have dropped in 1973

to 5 per cent of the social services expenditure. Meanwhile grants and contributions to organizations and agencies in the social services field

Table 6-3

RMOC Social Services - Expenditures (in \$000's)

	1969	1973	Change in %
<u>Total Expenditures (TE)</u>	8,477	14,244	68.0
Administration	343	2,314	574.6
as a % of TE	4.1	16.3	297.6
Financial Services	7,481	11,160	49.2
as a % of TE	88.3	78.4	-11.2
Aid to Unemployables	3,207	6,197	93.2
Aid to Employables	2,397	2,195	-8.4
Supplementary Aid	38	457	1,102.6
Special Assistance	314	1,201	282.5
Other	1,525	1,110	-27.2
Social Services	590	343	-41.9
as a % of TE	7.0	2.4	-65.7
Nursing Homes and Special Care*	114	407	257.0
as a % of TE	-	2.9	-
Other Expenditures	63	20	-68.3
as a % of TE	0.7	0.1	-85.7

Source: RMOC Current Budgets

* Not included in Total Expenditures in 1969

have increased to represent 78 per cent of the category, while other programmes, such as the Community Service Centres, have been added. The Nursing Home and Special Care Branch has increased as a portion of total expenditure each year since it was taken over by the Region in 1970.

Social Services for Area Municipalities

In addition to those programmes which the Social Services Department administers on a Region-wide basis for the RMOC, two programmes -- Homemakers and Nurses Services, and Day Care -- are provided by the Department to the residents of only certain area municipalities.

According to the legislation establishing the RMOC, the provision of these services is a Regional responsibility as it is in all other regional and metropolitan governments in the province. In Ottawa-Carleton,

however, it is incumbent upon area municipalities to request that such services be provided to their residents. Moreover, it is the area municipality which must bear the local costs of these services. The RMOC is the only regional government where such a request by the area municipality must be made. An amendment to the legislation was proposed in 1974 by the Regional Council, which would have had the effect of shifting the onus on the municipality to opt out of the Regional programme rather than, as at present, to opt in. This suggested amendment is still before Queen's Park pending a review of policy.

The Homemakers and Nurses Services provide assistance to families during the temporary illness or absence of the parent responsible for child care or to the elderly or disabled, should they have insufficient means to purchase such services.

In 1974, Homemakers Services were available in each of the area municipalities except Rockcliffe Park, Rideau township and West Carleton township, and had a monthly average caseload of 375. Nurses Services were available to all but Rockcliffe Park and West Carleton, with an average of 135 clients receiving care each month.

In 1974, a total of \$601,620 was spent on Homemakers Services in the Region, of which the local municipalities paid \$120,324, with the city of Ottawa contributing 89.3 per cent of this total. For Nurses Services, expenditures in the same year totalled \$101,140 with local municipalities contributing \$20,288, 91.9 per cent of which was contributed by the city of Ottawa.

The Social Services department employs three persons to administer these programmes, and purchases homemaking services from the Visiting Homemakers of Ottawa and nursing services from the Victorian Order of Nurses.

Day Care

As stated above, public day care centres are administered for the area municipalities by the Social Services Department. The Day Care branch provides a full range of day care within the Region, including subsidized care to the children of low-income families. This branch has undergone a major expansion since 1972, increasing its staff complement to sixty.

It provides expertise and assistance concerning day care, and is responsible for the operation of the publically-supported day care programmes in the Region.

Of the approximately one hundred day care centres in the Region, the Day Care branch operates fifteen. These include two centres for infants; six full-day centres for those aged two and a half years to five years; three nursery schools which provide half-day programmes to children aged three and four; three centres which offer, for five to nine-year olds, activities before and after school, and full-day programmes on holidays and during summer months; and one for infants to age five. Nine of these centres are located in Ottawa, two in Rideau township, and one each in Vanier, Gloucester, March and Nepean. In addition to these publicly-operated centres, the Region purchases placements in over 40 private day care centres and 50 private homes.

Day care services, as with other social services, are financed primarily by the senior levels of government. For all land and building costs, the Region bills the area municipality for 50 per cent and recovers the remaining 50 per cent from the province. For renovations, furnishings, equipment and operating costs, including staff salaries, the local municipality pays only 20 per cent, with the remainder borne by the province. In turn, the province recovers a portion of allowable expenses from the federal government through the CAP programme.

A number of day care centres in Ottawa-Carleton were built under Project Day Care, a winter employment programme begun in 1972, in which the province assumes 100 per cent of the total cost of construction.

As a mechanism to insure citizen participation in day care services, citizens' advisory committees have been established at the Region level and in each area municipality concerned with day care. The local committees monitor the standards and level of services provided in their municipality and advise the Region regarding changes to the existing programmes. The Regional committee receives these recommendations and passes them on to the Social Services committee. It also has responsibility to assist in the development of a more comprehensive long-range plan for the provision of day care in the RMOC.

Supplementing the day care services within the Region are certain of the programmes of school boards and recreation departments. The four-year old kindergarten which is available from three of the school boards in the Region eases some of the pressure on day care services. Similarly, the twelve after-four centres operated on a daily basis by the Ottawa department of parks and recreation, as well as the more ad hoc programmes in other municipalities, help to meet the day care needs of an older age group of children.

In 1974 the RMOC spent \$2,045,706 on day care services, with the municipalities of Ottawa, Vanier, Gloucester, Goulbourn, March, Nepean and Rideau contributing \$409,141 of the total and the Region charging the remainder to the province. Of the total local contribution, 77 per cent was contributed by the city of Ottawa. Thus despite the low proportion of children in Ottawa as compared to suburban and rural municipalities, the per capita expenditures on day care by the city was the highest in the Region.

Children's Aid

The Children's Aid Society of Ottawa (CAS) was established in 1893. Since that time many changes have occurred in its outlooks and structure, although the Society's central purpose remains the assistance of children and families in distress.

The CAS is responsible for carrying out the provisions of the provincial Child Welfare Act and Regulations within the Regional Municipality. Programmes are intended to protect children from both physical and emotional neglect and abuse and, through preventive services, to avert the need for serious intervention. Children who are neglected, abused or deserted by their parents may become the responsibility of the CAS as wards of the Society (temporary) or of the Crown (permanently). Wards may be cared for in a foster home, group home or institutional facility, although every effort is made by the Society to retain its wards in family units working to improve and strengthen them.

The Society also administers foster care and adoption programmes, seeking to match children with suitable parents, provide short-term foster care and support foster and adoptive parents through education and counselling. Unmarried parents are also provided with counselling and

assistance whether they choose to keep the child or to give it up for adoption.

In 1974, the staff of the CAS provided assistance to 4,367 children from 1,838 families in their own family homes. They also placed 207 children for adoption, and 721 children in 459 foster homes. Nine group homes are operated by the Society, as are seven treatment homes, four assessment (observation) units and one assessment centre. CAS staff also form part of the delivery team in the Community Service Centres.

The Children's Aid Society occupies a unique position among social service agencies in that it is subject to both private and public authority. As a privately incorporated entity, the Society is governed by a volunteer board of directors elected by members of the CAS. Of the 30 or so members of the board, four are representatives of the Regional Municipality, nominated from the Regional Council. Further, all but a small fraction of CAS funds are received from government, and minimum service standards are set out in the Child Welfare Act.

Each year estimates of the Society's needs are prepared by the board and presented first to the RMOC and then to the Ministry of Community and Social Services for approval. Should the Region not agree with the estimates submitted by the CAS or should the CAS disagree with any changes made in the estimates by the Ministry, the matter is referred to a child welfare review committee having representation from each party. After hearing submissions, the review committee makes a ruling which is binding on all parties.

Operating expenses of the CAS are for the most part cost-shared between the province which contributes 60 per cent and the Regional Municipality which covers the remaining 40 per cent. In turn the province recovers 50 per cent of the total amount from the federal government under CAP. Legislation pending in Queen's Park provides for a change in the cost-sharing arrangements between the province and the Region from a 60/40 split for operating expenses to a 80/20 split, with the province paying the large share. Exceptions to the above arrangement are services to unmarried parents and to Indians, for which the province pays 100 per cent of the costs and recovers its full contribution from the federal government.

In 1974, the Children's Aid Society of Ottawa had \$5.8 million in revenue, with the provincial government contributing 71.2 per cent and the Region contributing the rest. The Society also received a \$5,000 contribution from the United Way to fund part of a special research project.

Of the expenditures in that same year, about 60 per cent was spent on direct costs for children in care, including such items as board and lodging (\$2.7 million), clothing, health, education, transportation, and recreation. A further 30 per cent was expended on other specific social services, with the remaining 10 per cent on administration. The bulk of expenditures in the latter two categories are for salaries and employee benefits, totalling \$2.2 million for the staff of 210.

Homes for the Aged

Municipal Homes for the Aged are the responsibility of the Regional Municipality. At present two homes, Island Lodge with 403 beds and Carleton Lodge with 130 beds, are operated by the Region, providing care to those aged 60 years and over who are unable to live independently. Before the creation of the RMOC, Island Lodge had been owned by the city of Ottawa and Carleton Lodge had been owned by Carleton County. The Region is currently negotiating with Lanark County to share the cost of a Home for the Aged in Almonte, for which it is to receive a proportionate share of the beds.

The administration of the homes is directed by the Homes for the Aged Committee of Management, which consists of five regional councillors plus four or five advisory members appointed by Regional Council. One administrator is responsible for both homes, with an assistant administrator for each. The homes had a total staff of 341 in 1974.

As is evident in Table 6-4, the primary source of revenue for the homes has shifted from the residents to the provincial government. Revenue generated from payments for maintenance has decreased as a percentage of total revenue by more than 40 per cent. Conversely, the province's share has increased from 35 per cent to 60 per cent. This increased provincial contribution is provided through the Extended Care Benefits programme which was introduced in 1972. Under this scheme, patients requiring extra medical care, who make up 60 per cent of the residents for the two homes,

pay \$5.90 daily, while the province pays a further \$12.60. For ordinary residential care, the daily fee is \$18.90. For both groups any additional costs are shared by the province and the Region on a 70/30 basis. The Regional contribution has also been decreasing as a proportion of total revenue, as a result of the new funding arrangement.

Table 6-4

RMOC Municipal Homes for the Aged
Revenue and Expenditure (in \$000's)

	1969	1973	Change in %
<u>Total Revenue (TR)</u>	1,457	3,252	123.2
Payments for Maintenance	716	935	30.6
as a % of TR	49.1	28.8	-41.3
Regional Levy	218	369	69.3
as a % of TR	15.0	11.3	-24.7
Provincial Government	503	1,949	287.1
as a % of TR	34.5	59.9	73.6
Other Revenue	20	0	-100.0
as a % of TR	1.4	0.0	-100.0
<u>Total Expenditure (TE)</u>	1,457	3,252	123.2
Administration	129	338	162.0
as a % of TE	8.8	10.4	18.2
Care and Operations	1,306	2,857	118.8
as a % of TE	89.6	87.9	-1.9
Capital Expenditure out of Revenue	21	57	171.4
as a % of TE	1.4	1.8	28.6

Source: RMOC Current Budgets

The Voluntary Sector

So far, the discussion of social services to residents of the Region has centred upon those provided by the various levels of government. Besides these programmes, however, there is a wide variety of groups and agencies which provide direct services in the form of information, counselling, crisis intervention, group advocacy, special education or recreation, etc. These organizations are normally directed (or operated) by volunteers, and rely on a variety of funding sources including individual donations, gifts from corporations and foundations, and government grants or purchase of service.

Examples of such organizations in the Region include: the Community Information Centre which provides information and referrals regarding facilities and services in the Region, and publishes a directory of social services; the Youth Services Bureau which provides a detached worker programme and residential treatment programme to youths and their families (funded 90 percent from government sources); Ask Outreach, a programme of crisis intervention and community development in a public housing project, jointly undertaken by the Family Service Centre and the Catholic Family Service; Saint Louis Residence, a non-sectarian home for the elderly operated by the Sisters of Charity of Ottawa; the Andrew Fleck Child Care Centre which provides day care and counselling to parents; the Social Planning Council which plans and co-ordinates community services, engages in social research and community development, provides consultation to citizens, organizations and governments, and acts as an instrument for social action. Many of the above organizations receive some support from the United Way of Ottawa-Carleton which holds an annual drive to raise funds for member agencies.

Questions to Ponder on Chapter 6

1. Families on welfare are sometimes better off than the working poor. How could this situation be corrected?
2. Since senior governments finance so much of social service costs should they exercise more control of social services? Or, should more of the social services be provided directly by provincial offices in the Region?
3. Is there a case for day care and certain other services being totally a responsibility of the RMOC?
4. The Children's Aid Society is a virtually autonomous special purpose body, yet it is financed almost entirely by governments. Should it be absorbed into the RMOC Social Services Department, or into a provincial ministry?
5. Should some of the Voluntary Sector Services be taken over by the RMOC?

Chapter 7

Public Transport

In 1974, there were 186,000 motor vehicles registered in the RMOC, more than one for every three residents of the Region. Further, the increase in private vehicle registrations has by far exceeded the increase in public transit use since the mid-sixties. Thus, it is clear that the private automobile remains the primary means of transportation for the bulk of the Region's residents.

Reflecting this predominance of private vehicle transportation is the pattern of expenditures on transportation by the RMOC and area municipalities. Of the \$40 million spent on transportation by the RMOC and area municipalities in 1974, more than 75 per cent was spent on roadways and traffic control, as contrasted to 11 per cent for public transit. Transportation services in the more rural municipalities within the Region consume more expenditures (mostly on roads) than does any other single item except for education, amounting in the case of West Carleton to 69 per cent of total direct expenditures by the municipality (i.e., excluding education and regional levy).

Roadways

Responsibility for roadways in the Region is divided primarily between the Regional Municipality and the area municipalities. As a general rule, arterial roads are part of the Regional road system, with the area municipalities responsible for local residential streets and collector roads. There are also certain highways such as the Queensway and Highway 417 which are provincial, and parkways such as the Ottawa River Parkway and the Queen Elizabeth Driveway which are responsibilities of the federal government.

The Regional road system was initially established by by-law of the Regional Council, and approved by the Lieutenant-Governor in Council. Amendments to the road system, that is to say the addition or removal of roads to/from the system, may be made by the Regional Council with the approval of the Minister of Transportation and Communications.

The statutes require that the Regional Council also adopt a plan of road construction and maintenance, and update this plan as it becomes necessary. The province normally assumes 50 per cent of the cost of road improvement. However, where a plan of construction and maintenance has been submitted to and approved by the Minister, the Region is eligible for subsidies from the province to cover up to 80 per cent of these expenditures.

Area municipalities also are required to submit road improvement expenditures to the Minister for approval, although the maximum provincial subsidy to area municipalities for road improvement is 50 per cent.

This emphasis on ministerial approval arises from the need to regulate the quality and standards of roads throughout the province, and extends to such decisions as the setting of a speed limit and the opening, closing or relocation of a road.

The RMOC assumes responsibility for the upkeep and maintenance, including winter control, of those roads which make up the Regional road system. It also has jurisdiction over land use within 150 feet of a Regional road, access to Regional roads and certain other matters, including some which concern roads within the jurisdiction of area municipalities. Both the Regional Council and the area municipalities have the authority to create bus lanes on roads within their jurisdiction. The construction and maintenance of sidewalks on the other hand are solely the responsibility of the area municipalities; even those along Regional roads.

Table 7-1 summarizes the expenditures by the RMOC and the area municipalities for roads in 1969 and 1974. The total expenditure within the Region increased 145 per cent during this period with the greatest increases occurring in Nepean, and for the RMOC. The RMOC's share of the Regional total has increased to nearly one-half, with the major decrease occurring in the city of Ottawa. Of the \$26.6 million spent on roads in 1974, \$8.4 million was recovered in direct provincial subsidies for road improvements.

Particularly in the case of the more rural municipalities, expenditures on roads make up all but a small portion of total expenditures on transportation services. The breakdown of expenditures for roads within each of the municipalities varies considerably from one year to the next,

though maintenance is generally the largest single item, followed by winter control.

Table 7-1

RMOC and Area Municipalities - Roadways - Expenditure and Debt

	Expenditures				Debt			
	1969 \$000's	% of RT	1974 \$000's	% of RT	1969 \$000's	% of RT	1974 \$000's	% of RT
RMOC	4,488	39.4	12,245	46.0	12,517	43.0	19,268	51.0
Ottawa	4,388	38.5	8,642	32.5	16,264	55.9	17,210	45.6
Vanier	243	2.1	399	1.5	241	0.8	310	0.8
Rockcliffe Park	60	0.5	89	0.3	0	0.0	0	0.0
Cumberland	190	1.7	504	1.9	0	0.0	0	0.0
Gloucester	533	4.7	1,081	4.1	90	0.3	344	0.9
Goulbourn	176	1.5	315	1.2	0	0.0	0	0.0
March	122	1.1	228	0.9	0	0.0	146	0.4
Nepean	442	3.9	1,660	6.2	0	0.0	234	0.6
Osgoode	189	1.7	370	1.4	0	0.0	261	0.7
Rideau	156	1.4	492	1.8	0	0.0	1	0.0
West Carleton	399	3.5	606	2.3	0	0.0	0	0.0
Regional Total (RT)	11,386	100.0	26,631	100.0	29,112	100.0	37,774	100.0

Source: Municipal Financial Statements

Table 7-1 also shows the debt carried by the RMOC and the area municipalities for roads. Debt for roads has increased less quickly than have expenditures, with the 1974 total only 30 per cent greater than the total for 1969. The RMOC share has increased to just more than half of the total Regional debt, with the city of Ottawa responsible for all but a small portion of the remainder. The proportion of the Regional debt among the remaining municipalities has increased however, from 1.1 per cent in 1969 to 3.4 per cent in 1974, as the number of municipalities with no debt for roads has dropped from eight to four.

Traffic Control and Street Lighting

The responsibility for traffic control within the Region rests primarily with the Regional Municipality, which regulates all traffic control devices (signals, signs, markings, etc.) for Regional roads and all traffic lights for roads under the jurisdiction of the area municipalities. Until mid-1975 these activities had been conducted by the Traffic Engineering Services Department of the RMOC, which was taken over from the city of Ottawa in 1970. From 1970 to 1974, the staff of the department had increased from 24 to 63 and the total budget had increased 156 per cent, from \$0.9 million to \$2.3 million. With the re-organization of the RMOC Roads Department, Traffic Engineering Services has been integrated into the new Transportation Department, with responsibility for traffic control divided between the Construction and Design, Transportation Planning, and Operations branches.

Area municipalities spend a further \$0.8 million on traffic control, though almost 90 per cent of this total is in fact expended by the RMOC for the city of Ottawa, which purchases traffic engineering services from the Region, leaving only \$100,000 to be directly spent by area municipalities.

Related to expenditures on traffic control, though reported under Protection of Persons and Property for the purposes of municipal financial statements, are expenditures on street lighting. The RMOC assumes responsibility for the installation of street lighting along Regional roads, while the area municipalities are responsible for the installation of lighting along roads under their jurisdiction. The area municipalities assume all costs for power and maintenance of the lighting within their boundaries however, including the lighting of Regional roads. In 1974, \$1.3 million was spent in the Region on the installation and maintenance of street lighting, with the city of Ottawa expending 63 per cent of this total and the RMOC spending a further 19 per cent.

OC Transpo

The Ottawa-Carleton Regional Transit Commission, commonly called OC Transpo, is a statutory body established in 1972 through amendments to the RMOC Act. Until that date, public transit had been operated by the city of Ottawa through the Ottawa Transportation Commission. The

newly formed body assumed the assets and liabilities of its predecessor. The Commission is responsible to the Regional Municipality for all financial affairs and is directed by five commissioners each of whom is a member of Regional Council. Commissioners are nominated by the Executive Committee of Regional Council and appointed (by by-law) to two-year terms by Regional Council. Since its establishment, the Commission has been chaired by the chairman of Regional Council and has as its other four members the heads of councils from the four municipalities with the greatest population in the Region.

In 1974, OC Transpo provided transportation to more than 48 million passengers, an increase of 15 per cent over 1973 and 37 per cent since 1969. Despite this increase in passengers carried, however, the Commission has faced an increasing deficit each year since 1970. In 1974 the Commission spent \$1.66 for every \$1.00 which it received in revenue and expects that the deficit will grow further in 1975.

Over the past several years the Commission has adopted a more aggressive approach to customer service and marketing. Efforts have been made to improve the image of public transit, attempting to lure more people from private automobiles to buses. Routes have been added - many of them express routes - improving service particularly to suburban residents. Established routes have been altered with the aim of increased speed and efficiency. Schedule changes have been made, again with more frequent service in the suburban areas. Bus lanes on downtown streets have helped to speed traffic. Similarly, the introduction of flexible hours by the federal civil service, a move initiated at the suggestion of the Transit Commission, resulted in more people using public transit over a longer peak period, thus improving both efficiency and comfort. The cumulative effect of these changes has been an increase in passengers, particularly at peak periods, when 57 per cent of persons entering the downtown area do so by use of public transit.

Several other service changes have increased ridership. Tele-transpo has been extended, servicing three areas with a total population of 43,500. The dial-a-bus system had an average daily ridership of about 3,000 by the end of 1974. The Loop, which connects the core of Ottawa and Hull, allows passengers to transfer without additional charge from Outaouais to Ottawa-

Carleton buses, and has resulted in more passengers. While the number of charter passengers actually decreased in 1974 from the previous year, one-third more people took sightseeing tours than in 1973. Thirty more bus shelters were erected in 1974, bringing the total to 217, and about 190 buses were equipped with special hand rails to make things easier for the elderly and the handicapped.

A special service which is operated for the Regional Municipality by the Commission is the provision of transportation for the handicapped. By the end of 1974, an average of 53 persons daily were provided with transportation in special vans, as were 115 persons in automobiles. The service is provided by private operators under contract to the RMOC as a pilot project to explore the best means of meeting the transportation needs of the handicapped.

Bus fares have remained, since 1970, at 30 cents or four tickets for a dollar for adults and 25 cents or five tickets for a dollar for children, students and senior citizens. Tele-transpo service costs an additional 25 cents during peak hours and 10 cents during off-peak hours. In October of 1974, a partial exact fare system was introduced whereby neither tickets nor change are available from bus drivers after 4:00 p.m.

In 1969, there were 439.6 route miles operated by the OTC on a round trip basis. In 1974, this figure had increased 147 per cent to 1,086.3 route miles, along 248.6 miles of streets. According to its latest returns for 1974, the Commission serviced an area of 86 square miles and a population of 435,000, or 97 per cent of the RMOC total population. Revenue miles, that is to say the total number of in-service miles (including charter and sightseeing operations), has also undergone a major increase, rising 88 per cent from 1969 to 15,940 miles in 1974.

These changes in the frequency and extent of service have been made possible by an increase in the number of buses and employees. In 1974, the Commission operated 515 buses of which 27 were small buses used in the Tele-transpo service. This total represents an increase of 65 per cent from the 1969 total of 315. Similarly, the total number of employees has increased by 90 per cent from a 1969 figure of 673 to the 1974 total of 1,278. The number of operators has increased at an even greater rate from 445 in 1969 to 905 in 1974; an increase of 103 per cent. The increased staff complement

is reflected in the total payroll which rose 160 per cent to \$12.9 million in 1974.

As shown in Table 7-2, the revenue of the Commission has increased 58.7 per cent from 1969 to 1974, with passenger fares accounting for all but a small portion of total revenue. Included in the "Other Revenue" category are transfer payments from the NCC and from area municipalities which receive transit service on special contract outside the urban transit area. The NCC contribution covered 60 per cent of the total operating costs of the Loop service in 1974, while Goulbourn, Gloucester and March townships were assessed a portion of the Commission's 1974 deficit, on the basis of the number of revenue miles operated within their boundaries.

Table 7-2

Ottawa-Carleton Regional Transit Commission Revenue (in \$000's)

	1969	1974	Change in %
<u>Total Revenue (TR)</u>	7,946	12,610	58.7
Transportation Revenue	7,353	12,291	67.2
as a % of TR	92.5	97.5	5.4
Passenger Fares*	7,096	11,942	68.3
Charter	192	234	21.9
Sightseeing	65	115	76.9
Other Revenue	594	319	-46.3
as a % of TR	7.5	2.5	-66.7
NCC transfers	0	102	-
Municipal contracts	0	94	-
Advertising	38	94	147.4
Sundry	555**	29	-94.8

Source: OTC and RMOC Financial Statements

* Includes contract revenue for carrying letter carriers and police amounting to \$65,000 in 1969 and approximately \$85,000 in 1974

** Includes \$540,000 fare stabilization payment from city of Ottawa to Ottawa Transit Commission

Table 7-3 breaks down expenditures for the two years, demonstrating the dramatic rise in expenditures as compared to revenue. Operating expenditures rose most quickly, with transportation costs tripling over the six-year period. Of the Commission's total current expenditures in 1974, \$14.0 million were expended on salaries and employee benefits, \$3.3 million

were spent on materials, supplies and utilities (including \$1.9 million on fuel and fuel taxes), \$0.6 million were spent on services and rents and \$3.1 million were spent on other, primarily financial, expenses.

Table 7-3

Ottawa-Carleton Regional Transit Commission Expenditures (in \$000's)

	1969	1974	Change in %
<u>Total Expenditures</u> (TE)	8,252	21,052	155.1
Operating Expenditures	7,088	18,301	158.2
as a % of TE	85.9	86.9	1.2
Transportation	4,401	13,159	199.0
Equipment Maintenance	1,397	2,816	101.6
Plant Maintenance	314	1,024	226.1
Administration and General	975	1,302	33.5
Other Expenditures	1,164	2,750	136.3
as a % of TE	14.1	13.1	-7.1
Principal payments on long-term debt	288	549	90.6
Interest charges on long-term debt	379	615	62.3
Capital expenditures out of current revenue	109	328	200.9
Transfers to reserves and reserve funds	357	533	49.3
Other	31	585	1,787.1
Transportation for handicapped	0	140	-

Source: OTC and RMOC Financial Statements

The totals of Tables 7-2 and 7-3 reveal a deficit for 1974 of \$8.4 million. In 1973, the deficit had been \$4.2 million and it is anticipated that for 1975 the deficit will total \$14.2 million. Costs per passenger have risen to \$0.43 in 1974 while revenue from fares and other sources has remained at an average of \$0.26, a deficit of \$0.17 per passenger.

This deficit is recovered on an annual basis from two sources, the Province of Ontario and the municipalities within the Region which receive transit services. Provincial assistance to public transit in the Region began in 1972, amounting in 1974 to \$3.6 million, or 43 per cent of the total deficit. As provided for by statute, the remainder of the deficit is levied by Regional Council against those municipalities in the

Region which fall, in whole or in part, within the urban transit area. The apportionment of this amount between Ottawa, Vanier, Rockcliffe Park, Nepean and Gloucester is based on the proportion of revenue miles and the equalized assessment for each municipality. As of 1975, an amendment to the legislation enables the RMOC to levy the projected deficit of the Commission on these municipalities in the year in which they occur.

Table 7-4 provides a summary of the capital assets of the Commission. Equipment and furnishings, which include buses, is the largest category of assets though it constitutes a smaller fraction of the total in 1974 than it did in 1969. Buildings remain the second largest category of assets followed by land and leased equipment. The greatest increases have been in the latter categories, for the acquisition of thirty new buses (on a lease-option agreement) and for land acquired for the West End Transportation Centre. This parcel of land was purchased by the Regional Municipality on behalf of the Commission.

Table 7-4

Ottawa-Carleton Regional Transit Commission - Assets (in \$000's)

	1969	1974	Change in %
Total Book Value of Capital Assets (CA)	12,675	25,133	98.3
Land	161	1,537*	854.7
as a % of CA	1.3	6.1	369.2
Buildings	2,468	4,482	81.6
as a % of CA	19.5	17.8	-8.7
Equipment and Furnishings	10,046	17,803	77.2
as a % of CA	79.3	70.8	-10.7
Leased Equipment	0	1,310	-
as a % of CA	0.0	5.2	-

Source: OTC and OC Transpo Annual Reports

* Includes \$1,376,303 expenditures by RMOC on behalf of the Commission, for West End Transportation Centre

Capital expenditures of the Commission, including the purchase or leasing of vehicles, are financed principally through the special assistance programme of the Province, which covers 75 per cent of approved capital costs. The remaining capital debt is financed on behalf of the Commission

through sinking funds and debentures issued by the RMOC. At the end of 1974, debenture and other debt due to the RMOC from the Commission totalled \$8.2 million. In addition, the Commission had unexpended capital "authorities" amounting to \$7.7 million, with a further \$4 million authorized in January of 1975. These "authorities" are to be applied to the purchase of 134 passenger vehicles and the construction of the West End Transportation Centre.

Other Transportation

Within the Region, there are few alternate means of travel to bus or private automobiles. While walking, jogging and bicycling are "à la mode", they do not meet the transportation needs of many of the Region's residents. As for taxi services in the Region, problems arise from the fact that taxis are licensed by the area municipalities rather than on a Regional basis. The RMOC Official Plan discusses in a general way the possibilities for the future development of rapid transit in the Region, though it emphasizes the problems with respect to priorities, technologies and economics which are inherent in such a move. For example, while there are many railway lines in the Region, their suitability for commuter travel is limited by such considerations as the location of the rail terminal outside the central core.

For transit to and from the Region, the road system again forms the basis of the transportation services, as most people rely on private automobiles or commercial buses and most goods are transported by truck. Rail services continue however to meet a portion of these needs, particularly with respect to transporting goods. Air service, on the other hand, handles primarily passenger travel; a trend which is likely to continue, particularly should the STOL project prove successful and be extended to other urban centres.

Questions to Ponder on Chapter 7

1. What alternatives to buses are there in the Region, for public transit?
2. What measures are feasible to decrease reliance on the automobile?
3. Should public transit be regarded as a social service, or should it be run on a profit or break-even basis?
4. Should the Ottawa-Carleton Regional Transit Commission be more independent of Regional Council, or less so?

Chapter 8

Protection of Persons and Property

The more urbanized municipalities within the RMOC annually expend more money on the protection of people and property than on any other municipal service. Included within the category are fire protection, police services, protective inspections and street lighting. Outlying municipalities spend relatively less on these functions. (See Table 3-4)

Fire Services

In 1974, there were 1,152 fires within the RMOC, resulting in eleven deaths and damages in excess of \$10 million. While many of these fires were of a minor nature, others resulted in heavy losses, including fires at an Ottawa commercial property and the Carp Airport, each of which resulted in \$1.5 million in damages. The per capita fire loss was \$21.08, higher than the Ontario average, while the fire deaths in the Region (2.7 per 100,000 population) was less than the provincial average (3.5 per 100,000 population).

Fire prevention and protection are the responsibility of the area municipalities. Within the Region there exists a variety of arrangements for the provision of these services. Fire prevention inspections are conducted in all area municipalities, though it is only in the city of Ottawa that there is a sizable fire prevention staff. Fire fighting in the cities of Ottawa and Vanier and the townships of Gloucester and Nepean is conducted by full-time staff, while Osgoode, Rideau and West Carleton rely on part-time fire fighters. In Cumberland, Goulbourn and March, fire fighting units are composed both of full and part-time fire fighters. (Rockcliffe Park purchases all fire prevention and fire fighting services from the city of Ottawa.)

The degree of co-ordination between local fire departments within the RMOC is difficult to assess. Unlike many regional municipalities, there is no central dispatch system with the RMOC, whereby the largest fire department would receive all fire alarms in the Region, and would dispatch the appropriate department to the scene of the fire. There

is however, a Fire Co-ordinator who, as chief of the largest fire department in the Region (i.e., Ottawa), is appointed by Regional Council to facilitate co-operation among the local departments. Furthermore, there exists between several local municipalities, reciprocal purchase of service agreements for fire fighting.

Within the Region, there are about 25 fire staff engaged full-time in fire prevention, assisted by an additional 600 part-time staff. Fire fighters (including officers) total about 600 full-time and 300 part-time. There are more than 70 fire trucks in the Region, most of which are tank-combined trucks. While there are eight aerial ladder trucks in the Region, none is capable of reaching persons caught on the upper floors of a high-rise building.

Table 8-1
Fire Services for Area Municipalities - Expenditures

	1969		1974	
	\$000's	% of TRE	\$000's	% of TRE
Ottawa	4,885	82.6	8,581	73.3
Vanier	249	4.2	555	4.7
Rockcliffe Park	51	0.9	97	0.8
Cumberland	14	0.2	129	1.1
Gloucester	183	3.1	950	8.1
Goulbourn	28	0.5	76	0.6
March	33	0.6	109	0.9
Nepean	438	7.4	1,101	9.4
Osgoode	5	0.1	16	0.1
Rideau	6	0.1	45	0.4
West Carleton	23	0.4	47	0.4
Total Region Expenditure (TRE)	5,915	100.0	11,706	100.0

Source: Municipal Financial Statements

As shown in Table 8-1, expenditures by area municipalities for fire services have increased 98 percent from 1969 to 1974. While expenditures by most townships have increased since 1969, the city of

Ottawa continues to spend three-quarters of the total Regional expenditure on fire services. On a per capita basis, Rockcliffe Park spent the most at \$44.74, followed by Ottawa and then Vanier. The rural townships spent the least on fire services, with Osgoode the lowest at \$1.54 per resident. The average for the Region in 1974 was \$23.94 per resident, only slightly higher than the per capita fire loss of \$21.08.

Debt on fire services (i.e. for land, buildings and equipment) in the Region increased 122 percent between 1969 and 1974, amounting to slightly less than \$2 million. Over this period, the city of Ottawa's share of the Regional fire debt dropped from 86 percent to 58 percent. Meanwhile Gloucester's share has increased to 27 percent of the Regional debt on fire services, with the remaining 15 percent divided among Vanier, March, West Carleton, Osgoode and Goulbourn.

Police Services

Ottawa-Carleton is the only regional municipality in Ontario in which policing falls under the jurisdiction of the area municipalities. The cities of Ottawa and Vanier and the townships of Gloucester and Nepean each operate its police department. Rockcliffe Park purchases police services from the Ontario Provincial Police, and the remaining municipalities avail themselves of OPP service without fee. The OPP also patrol provincial highways within the Region, while the RCMP are responsible for certain federal properties and the policing of federal parkways.

Unlike fire departments, which are responsible directly to their municipal councils, local police departments are responsible to a Board of Police Commissioners. These boards consist of the head of municipal council, ex officio, plus a judge and one other person appointed by the Lieutenant Governor in Council. The board sets the policy and budget of the police force. A municipal council which is not in agreement with the level of policing or the budget set by the board, may appeal to the Ontario Police Commission. Service standards for local police departments are established and enforced by the Commission, and its decision is final. The Report of the Task Force on Policing in Ontario(1974) has recommended that the boards be expanded in size to five (with more

representation from local councils and citizens) and that the boards should report to their councils, thus making them accountable to the elected representatives.

In 1974, more than 30,000 "crimes" were reported in Ottawa, Vanier, Gloucester and Nepean. Thefts accounted for half of this total, with theft under \$200 representing three-quarters of all thefts. Breaking and entering was the next most common offence, followed by criminal traffic violation - most often impaired driving or failing to remain at the scene of an accident. Fraud was the next most reported crime followed by assault, and then robbery. The Region has remained relatively free of violent crime, though its incidence has been increasing. As one might expect, a disproportionate share of crime occurs in the more urban municipalities of Ottawa and Vanier, though the rate of increase for crimes has been greatest in Gloucester and Nepean, more than doubling since 1969 compared to an increase of less than 20 percent for the city of Ottawa.

Table 8-2
Local Police Departments - Administration

	Police Officers		Population Per Police Officer		Police Costs Per Capita	
	1969	1974	1969	1974	1969	1974
Ottawa	544	542	549	543	\$15.49	\$34.70
Vanier	32	33	769	671	\$13.67	\$34.38
Gloucester	31	53	906	826	\$10.23	\$23.48
Nepean	49	78	1,154	873	\$ 9.19	\$26.12

Source: Ontario Police Commission

As shown in Table 8-2, the number of police officers employed by area police departments in the RMOC has increased by less than eight percent since 1969, to a 1974 total of 706. The city of Ottawa has the largest force in the Region, and has the only department with a wide variety of specialized services many of which are used to a greater or lesser degree by other local forces. In each of these area municipalities, the number of residents per police officer has decreased, with the city of Ottawa having

the lowest ratio at 543 and the township of Nepean having the highest at 873 residents per officer. Augmenting these police officers are 180 civilians, 85 percent of whom work with the Ottawa police department - about half of them as parking control attendants ("Green Hornets").

Police costs per capita are highest in the city of Ottawa and lowest in Gloucester township with the 1974 average for the four municipalities at \$31.59. In each case, per capita costs have increased substantially since 1969 with the highest increase at 184 percent in Nepean and the lowest at 124 percent for Ottawa. The rate of increase for the Ottawa department has been diminishing with police costs rising less than five percent from 1973 to 1974. Over the same period, the rate of increase for other local departments has remained high, running to 26 percent in the case of Nepean.

For the village of Rockcliffe Park, which contracts for the services of four OPP officers, the ratio of residents to police officers is the lowest in the Region at 540 to one, while the per capita cost is just slightly above the Regional average at \$32.13.

As stated above, the remaining municipalities in the RMOC rely on the OPP detachments at Bells Corners and Rockland. The Bells Corners detachment had a staff of 65 in 1974, while the Rockland detachment assigned six officers to patrol Cumberland township. The total cost of these services in 1974 is estimated at \$1.6 million, with the provincial government bearing the whole amount. While the OPP conduct criminal investigations and patrol traffic in these municipalities, they do not enforce local by-laws.

Table 8-3 provides a breakdown by municipality of the total Regional expenditure on police services. Total expenditures increased 116 percent from 1969 to 1974, with the greatest increase in the suburban forces. For those municipalities with police departments, about three-quarters of the expenditures are for police salaries and benefits with the remainder spent on administration and other expenses. In the case of Cumberland township, expenditures for local by-law enforcement have been included within this category.

Table 8-3
Police Services for Area Municipalities - Expenditures

	1969		1974	
	\$000's	% of TRE	\$000's	% of TRE
Ottawa	5,816	82.6	11,530	76.0
Vanier	327	4.6	817	5.4
Rockcliffe Park	28	0.4	56	0.4
Cumberland	0	0.0	9	0.1
Gloucester	331	4.7	1,053	6.9
Goulbourn	10	0.1	0	0.0
March	0	0.0	0	0.0
Nepean	512	7.3	1,708	11.3
Osgoode	0	0.0	0	0.0
Rideau	0	0.0	0	0.0
West Carleton	13	0.2	0	0.0
Total Region Expenditures (TRE)	7,037	100.0	15,173	100.0

Source: Municipal Financial Statements

Since 1972, those area municipalities which have police departments have received provincial grants which are specifically designated as subsidizing the costs of police services. In 1974, these grants were paid at a rate of \$5.00 per capita. These provincial contributions for policing by area municipalities in the RMOC for 1974 amounted to \$2.2 million, and represented 14 percent of the total police budget for the city of Ottawa, 15 percent in the case of Vanier, 20 percent for Rockcliffe Park, 21 percent for Gloucester and 19 percent for Nepean. Thus these municipalities were liable on average for 84 percent of the costs of their police services. For 1975, the police grant has been raised to \$8.00 per capita.

Debt on police services in the RMOC has declined by 73 percent since 1969 to a 1974 total of \$36,000, with the city of Ottawa incurring 89 percent of this amount and the city of Vanier liable for the remainder.

Regional Policing

As stated previously, the RMOC is the only regional municipality in the province without a regional police force. There has been considerable discussion regarding the desirability of such a force in Ottawa-Carleton, prompted in part by the recommendations of the Task Force on Policing in Ontario, and the support of such a development by the provincial government.

There are many arguments for and against regional policing. The arguments for touch upon efficiency, specialization, training, transitional grants in aid, etc. Those against refer to satisfaction with the status quo, a possible rise in costs, etc.

On the question of finance, in 1974, the provincial grant to area municipalities for policing was \$5.00 per capita. Meanwhile, regional municipalities received \$7.00 per capita for regional police forces. In 1975, with the grant to area municipalities raised to \$8.00 per capita, regional police forces receive a grant of \$12.00 per capita. Thus while a regional force may cost more per capita, provincial assistance is also increased. In 1975 a regional police force in the RMOC would receive \$2.4 million more in provincial grants than do the five municipalities which now maintain separate police departments.

There is also the point that the rural municipalities now being served by the OPP may be required to pay for all or part of this service in the future. In such an event, it may be that a regional force - over which some local control could be exercised - would be preferable.

Emergency Assistance

The Emergency Measures Organization (EMO) within Ottawa-Carleton is operated by the RMOC with a staff of four persons and a budget in 1974 of approximately \$80,000. The EMO provides a number of services including planning and co-ordinating emergency responses, training emergency personnel and developing communication systems which can be employed in the event of emergencies such as floods, oil spills, collapsed buildings, etc. It is uncertain whether this operation will be continued beyond the 31 December 1975, as the federal funds which pass through the provincial government to finance such organizations, have been cut back.

Emergency Telephone Listings

In the event of an emergency, a resident of the Region might be rather perplexed by the array of numbers presented to them in the Ottawa-Hull telephone book. For police services there are sixteen different localities listed for the Ontario side alone, with seven different telephone numbers, plus a number for the RCMP. For fire services there are entries under 23 Ontario localities, with eighteen different numbers. Poison control has two Ontario numbers, and ambulance services have one operator-assisted number and one dial-direct number, as do the two OPP detachments serving the Region.

Similarly there are a number of listings for emergencies or after-hours complaints regarding municipal services. The city of Ottawa operates a complaints bureau which handles after hours inquiries for all city functions, and at no cost to the RMOC, receives emergency calls for the Emergency Measures Organization, the RMOC Social Services department, the Regional Area Health Unit, the Pollution Control division and Transportation calls for Regional roads and services within the city boundaries. Separate listings exist for Regional waterworks and Regional roads outside the city. Gloucester and Vanier are the only other area municipalities with emergency listings.

Most emergency numbers are listed in both French and English, though regular service listings are often more complete in one or other of the languages. Only for the RMOC, Vanier and Gloucester are full departmental listings available in French as well as English. The city of Ottawa's French listing is under "Cité d'Ottawa" rather than "Ville d'Ottawa" and lists only one general number (not its emergency and complaints number), while the English listings under "City Hall Corp. of Ottawa" provide extensive listings of departmental numbers.

Other Protective Services

Each year the area municipalities conduct certain protective inspections of properties and premises within their boundaries, monitoring such things as building and structural soundness, the condition of fences, weeds, the incidence of pests and stray animals. For the most part these inspections are intended to enforce by-laws with respect to

standards other than those directly related to public health. In 1974, \$1.9 million was spent by area municipalities on these inspections, an increase of 230 per cent since 1967, with the most rapid increases in expenditure occurring in Gloucester, Goulbourn and Vanier. The city of Ottawa's share of the total Regional expenditure for protective inspection has dropped to 77 per cent in 1974, with the remainder broken down between the other area municipalities in approximately the same rank order as for population.

Administration of Justice

Within the Region, the administration of justice falls under the jurisdiction of the provincial government. Provincial court (both criminal and family divisions), county court, and small claims court are administered by the provincial Attorney-General, who also is responsible for the appointment of provincial court judges and crown attorneys. County court judges on the other hand, are federally appointed.

Detention and incarceration are also under the province. The Ottawa-Carleton Regional Detention Centre (on Innes Road) and the Rideau Correctional Centre (in Rideau Township) are responsible to the Ministry of Correctional Services. The Juvenile Observation and Detention Home however is under the provincial Attorney-General.

For many years municipal organizations called for the administration of justice to be transferred (largely for reasons of cost) from the local to the provincial level of government. That goal has now been attained, and is a very good example of how some former municipal functions have been shifted from local ratepayers to provincial taxpayers.

Questions to Ponder on Chapter 8

1. There is debate in the province about police commissions - their accountability and composition. Should these commissions exist? If so, should they be accountable to Council(s)?
2. What are the advantages and disadvantages of a Regional police force?

Chapter 9

Environmental Services

In examining the percentage composition of expenditures for the RMOC and area municipalities (Table 3-4) one finds that Environmental Services, which includes sanitary sewer systems and garbage collection and disposal, consume a relatively small portion of total municipal expenditures. The range is from a high of 7.3 per cent for the RMOC itself to a low of 1.1 per cent for the township of Osgoode. Related to these expenditures however, are those for drainage and tile drainage (reported under Transportation Services), the Regional Waterworks (reported independently) and the area hydro commissions (also reported independently). In toto therefore, expenditures on these services make up a significant portion of the total spent on municipal services. Further, they are among the more tangible services provided by municipalities and their enterprises, and in some cases, are billed directly to the customers.

A further reason for public interest in the operation of these services and utilities is the effect which they have on the environment of the Region. Water pollution, caused to some degree by inadequate treatment of sewage and runoff water, is a major concern within the Region, as both the Rideau and Ottawa rivers have experienced periods of dangerously high pollution. Air pollution has not been so immediate a problem, in part because of the relative lack of industrial emissions within the Region. As the number of private automobiles increase however, the quality of air in Ottawa-Carleton is likely to deteriorate. Pollution of the land through littering, the intensive use of fertilizers on farm land and erosion along watercourses are also of concern in the Regional Plan. Noise pollution is also beginning to attract public attention. The noise of air traffic has been central to this concern, but there are also problems resulting from the juxtaposition of residential areas and high speed or heavy-use roads, and nuisance noises from construction, industrial or recreational activities.

In many of these cases, the primary responsibility for pollution

control rests with the senior levels of government, either because of the universal nature of the problem or the enormous costs involved in improving the situation. For certain others however, for example, land use compatability or anti-noise bylaws, the Region or area municipalities have a vital role to play.

Water Supply

With the creation of the Regional Municipality in 1969, jurisdiction over the operation of all municipal water supplies was vested in the RMOC. The responsibility rests with the Regional Council which is prohibited by statute from delegating its authority to a public utilities commission.

The Water Supply Division of the RMOC Works Department is divided into three branches: Purification Plants and Pumping, Distribution, and Administration. The Division also provides administrative services to the Works Department.

In 1974, the Regional waterworks supplied 18.1 billion gallons of water, and served a population of 442,000, some 90 per cent of the Regional population. This population was concentrated in an area of 100 square miles (9 per cent of the Regional area) and excludes nearly all of the outlying townships.

Of the total population receiving Regional water, 99 per cent were serviced through the Central Supply System which draws its water from the Ottawa River through the Brittania and Lemieux Island purification plants. The remaining 1 per cent of the serviced population, living in certain rural subdivisions, is supplied with water from Regionally-operated well systems.

Quality control of the Regional water supply is closely monitored. Water in the Central Supply System undergoes a number of treatments, including filtration, chlorination and fluoridation, and is sampled daily in 19 different locations. Ground water, that is to say water from wells, is checked weekly. All new mains are sterilized before being placed in regular operation.

Table 9-1
Regional Water Supply System - Administration

	1969	1974	Change in Per Cent
Consumption (in billions of gallons)	14.4	18.1	25.7
Miles of Water Mains	805.2	951.4	18.2
Water Service Accounts	81,571	91,646	12.4
Water Meters	81,992	86,791	5.9
Meter Readings	73,771	84,863	15.0
Water Hydrants	436,230	281,105	- 35.6
Water Purification Plants	6,066	7,546	24.4
Independent Reservoirs	.2	2	0.0
Remote Pumping Stations	5	7	40.0
Operational Well Systems	13	15	15.4
Standby Well Systems	13	5	- 61.5
Total Employees	0	4	-
	308	333	8.1

Source: RMOC Works Department Annual Reports

Refers to water lines joining building system to water main

Table 9-1 provides a statistical summary of the operation of the Regional waterworks. Total consumption in the Region increased 25.7 per cent from 1969, amounting in 1974 to an average daily consumption of 49 million gallons. Water mains, varying from three inches to sixty inches in diameter, were extended by 18.2 per cent, adding such areas as Kanata and Orleans to the Central Supply System. In the case of new subdivisions or high density developments, local extensions are most often carried out by the private developers who are required to assume the cost as part of the total project. The total number of buildings receiving water service increased by 12.4 per cent, and the number of accounts increased to 86,791 in 1974. While residential accounts amount to 97.1 per cent of all accounts, non-residential customers consumed 43 per cent of the total water output in 1974.

Water consumption is metered for most service customers, with charges assessed as a flat rate per 100 cubic feet (65 gallons). Meter readings are conducted by the Water Supply Division and, under special arrangement, by Ottawa Hydro within the area which it serves. Readings have been taken three times each year although in 1976 this will be cut to one reading annually. Billing will continue every four months although two of those bills will be for estimated consumption, while the third will be adjusted to reflect actual consumption. Bills for water are the only payments made directly to the RMOC by Regional residents.

The Region has maintained the same number of purification plants since 1969, although the capacity of each plant is to be increased substantially within the next several years. Two new reservoirs were added to the system in 1974, bringing the total to seven and increasing storage capacity by 37 per cent. These new reservoirs allow for the establishment of new pressure districts and the extension of the Central Supply System. The total number of pumping stations rose from thirteen to seventeen and decreased again to 15 as service was initially extended into new areas and then transferred to the Central Supply System from well systems. The number of operational well systems has followed a similar pattern. In 1974, the waterworks employed a staff of 333, of whom 40 per cent were salaried and the remainder wage employees.

Table 9-2 provides a breakdown of revenue and expenditures for the Regional water supply system. The operating expenditures of the waterworks are financed not with revenue from the general tax levy, but rather through charges for service. Almost three-quarters of total revenue for 1974 was raised through the sale of water at a flat rate of 26.5 cents per 100 cubic feet. For 1975, this rate has been increased to 40 cents. A further 21 per cent of total revenue is derived from fire supply charges which are paid on properties to underwrite the costs of providing water service in the event of a fire. These charges are collected by the area municipalities and have increased in 1975 from an average of \$1.20 to \$1.60 per \$1,000 assessment. (This rate varies; the quoted rate is that for the city of Ottawa and is adjusted according to the provincial equalization factor such that it ranges as high as \$3.41 for March township).

"Other" revenue amounting to 6.5 per cent of total revenue was raised through charges for new installations and other services.

Table 9-2
Regional Water Supply System - Revenue and Expenditures (in \$000's)

	1969	1974	Change in %
<u>Total Revenue (TR)</u>	5,685	8,962	55.9
Sale of Water	3,935	6,421	63.2
as a % of TR	69.2	72.5	4.8
Fire Supply	1,393	1,861	33.6
as a % of TR	24.5	20.9	-14.7
Other Revenue	357	580	62.5
as a % of TR	6.3	6.5	3.2
New Installations	153	120	-21.6
Frontage Fees & Charges	4	231	5,675.0
Recovered costs	37	132	256.8
Penalty Charges	30	48	60.0
Miscellaneous	133	49	-63.2
<u>Total Expenditure (TE)</u>	5,852	9,555	63.3
Operating Expenditures	3,730	6,427	72.3
as a % of TE	63.7	67.3	5.7
Water Supply	1,417	2,638	86.2
Transmission & Distribution	1,262	2,444	93.7
Administration	1,051	1,346	28.1
Long term debt charges	1,752	2,816	60.7
as a % of TE	29.9	29.5	-1.3
Principal	n.a.	1,157	-
Interest	n.a.	1,659	-
Capital Expenditure from current revenue	363	312	-14.0
as a % of TE	6.2	3.3	-46.8

Source: Municipal Financial Statements

Expenditures by the Regional waterworks have increased 63 per cent from 1969 to 1974, with the greatest increase occurring in Operating Expenditures, primarily Water Supply and Transmission and Distribution. Long-term debt charges account for approximately 30 per cent of total expenditures, while capital expenditures from current revenues have decreased as a portion of total expenditures by half since 1969.

Debt on capital expenditures for the water supply system is financed through the RMOC, with little assistance in the way of provincial subsidies. The Region is currently applying for a special 15 per cent subsidy which has recently been made by the province to help meet the extra costs incurred in building a system to accommodate future needs. Total debt outstanding for the waterworks is \$31 million, of which \$21 million is in the form of debentures issued by the RMOC, and a further \$10 million in the form of short term borrowing.

Sewerage

Jurisdiction over sewers within the Region is split between the RMOC and the area municipalities. The area municipalities have responsibility for the sewers connecting individual properties, while the RMOC is responsible for collecting sewage from the area municipalities, and for its treatment and disposal. This arrangement is unlike that in many regional municipalities, where the regional government has full responsibility for Sewerage and sewers.

In establishing the Region, the RMOC assumed the treatment works and trunk sewers from the area municipalities, and has the option of assuming by by-law other sewers from the area municipalities. In so doing it also assumed the outstanding debt on these facilities from the area municipalities.

While the area municipalities have responsibility for local collection of sewage, the RMOC must approve the standards set for local systems and handles the inspection of all sewers in the Region. Furthermore an area municipality can extend its local sewer system only with the approval of the Regional Council. The Regional Municipality may also enter into agreements with municipalities outside the Region with respect to sewage

Table 9-3
RMOC Sewerage System - Administration

	1969	1974	Change in %
Miles of Sanitary Sewers	68.8	81.2	18.0
Sewage Treatment Plants	1	4	300.0
Plant Capacity (In millions of gallons per day)	40.0	88.9	122.3
Sewage Pumping Stations	3	6	100.0
Total Staff	98	146	49.0

Source: Annual Reports, RMOC Works Department

Table 9-4
RMOC Sewerage System - Revenue and Expenditures (in \$000's)

	1969	1973	Change in %
<u>Total Revenue (TR)</u>	3,031	4,113	35.7
Municipal Levies	2,981	3,540	18.8
as a % of TR	98.4	86.1	-12.5
Supplementary Assessment	0	86	-
as a % of TR	0.0	2.1	-
Costs Recovered from Other Sources	50	213	346.8
as a % of TR	1.7	5.2	218.8
Provincial-Municipal Incentive Programme	-	49	-
as a % of TR	-	1.2	-
Other Revenue	0	225*	-
as a % of TR	0.0	5.5	-
<u>Total Expenditure (TE)</u>	3,221	4,003	24.3
Administration, Design and Construction	385	667	73.2
as a % of TE	12.0	16.7	39.2
Pollution Control Centres	664	1,197	80.3
as a % of TE	20.6	29.9	45.2
Contributions and Financial Charges	1,607	1,539	-4.2
as a % of TE	49.9	38.5	-22.9
Other Expenditures	565	600	6.2
as a % of TE	17.5	15.0	-14.3

Source: RMOC Current Budgets

* Previous year's surplus

treatment.

The RMOC sewage activities are conducted by the Pollution Control division of the RMOC Works Department. The Design and Construction Branch of this division is responsible for all sewage works as well as water works facilities. The Pollution Control Centres Branch handles the operations and maintenance of all sewage treatment plants as well as a programme of pollution investigation and abatement. The Sewer Maintenance Branch is responsible for the maintenance of all collector and trunk sewers as well as the sewage pumping stations and regulators in the Region.

Table 9-3 provides information on the operations of the RMOC sewerage system. Trunk sewers have been extended 18 per cent since 1969, while sewage treatment capacity has been increased by 122 per cent. The Green Creek Pollution Control Centre provides primary treatment, while Watts Creek provides primary, secondary and tertiary treatment. In both cases phosphate treatment is to be added. (The Bilberry Creek Treatment Plant is to be phased out of operation.) The number of sewage pumping stations has doubled while the RMOC Pollution Control staff has been expanded by half to 146 in 1974.

As shown in Table 9-4, the RMOC sewerage system is financed mainly from the amounts levied by the Regional Municipality against those area municipalities which it services, i.e., all but Osgoode, Rideau and West Carleton. Certain other revenues are received from recovered costs and from a special Provincial-Municipal Incentive Programme. Total expenditures on the sewerage system have increased only 24.3 per cent from 1969 to 1973. Of the total expenditure, contributions and financial charges consume the greatest portion, followed by the operating costs of the Pollution Control Centres and the administration, design and control costs.

Capital expenditures by the RMOC on sewerage are subsidized to a considerable degree by the senior levels of government. The province administers a programme whereby it funds 15 per cent of the extra costs of "oversizing", that is to say the extra costs involved in building systems which accommodate future as well as current needs. The CMHC provides the Region with loans for treatment facilities and trunk sewers, one-sixth of which is forgivable. There is also a major programme involving \$42 million in expenditures during its first phase, the costs of which are shared by the

federal (through the NCC), provincial and Regional governments with each level assuming one-third of the total cost.

Each of the municipalities in the Region provides some local sanitary sewers, except for the townships of Osgoode, Rideau and West Carleton, although certain residents in the more outlying areas of Cumberland, Gloucester, Nepean, Goulbourn and March townships also must rely on septic tanks for sewage disposal.

The primary source of revenue for the local sewage systems is the surcharge which is placed on RMOC water bills by the area municipalities. This surcharge on water payments varies from one municipality to the next, running as high as 100 per cent in Nepean, while the rate for the city of Ottawa is 37 per cent and in Gloucester is 33 per cent. More than \$2.6 million in revenue was generated in 1974 by the area municipalities through surcharges on water rates for local sewage purposes. An important source of additional revenue is the general municipal tax levy charged on the municipality, or where applicable, the special rates charged on that portion of a municipality which has municipal sewage service. Area municipalities are also eligible for subsidies from senior levels of government for capital expenditures on sewers, including the provincial "oversizing" subsidies.

Table 9-5 provides a breakdown of the total expenditures and debt on sewerage systems in the Region for the years 1969 and 1974. Total expenditures increased by 44 per cent with the most rapid increases in Nepean and Ottawa.

Though its share of expenditure has decreased, the RMOC continues to spend more than half of the total for the Region. Total debt incurred for sewerage in the Region has decreased by 12 per cent since 1969, with the cities of Ottawa and Vanier and the townships of Gloucester and Nepean retiring much of their debt over this period. Debt by the RMOC on the other hand has increased by 11 per cent for this item, while its share of the total debt has increased to 85 per cent. Each of the outlying municipalities has incurred some debt for sewers, although it amounts to less than one per cent of the Regional total.

Table 9-5
Sanitary Sewers for RMOC and Area Municipalities
Expenditures & Debt

	Expenditures				Debt			
	1969 \$000's	% of TRE	1974 \$000's	% of TRE	1969 \$000's	% of TRO	1974 \$000's	% of TRO
RMOC	3,176	56.9	4,119	51.2	17,776	63.9	20,763	84.9
Ottawa	1,168	20.9	2,003	24.9	5,118	18.4	2,244	9.2
Vanier	187	3.3	109	1.4	1,445	5.2	87	0.4
Rockcliffe Park	32	0.6	22	0.3	150	0.5	355	1.5
Cumberland	0	0.0	52	0.6	0	0.0	39	0.2
Gloucester	239	4.3	337	4.2	1,411	5.1	177	0.7
Goulbourn	4	0.1	64	0.8	0	0.0	38	0.2
March	20	0.4	5	0.1	0	0.0	24	0.1
Nepean	758	13.6	1,329	16.5	1,900	6.8	641	2.6
Osgoode	0	0.0	0	0.0	0	0.0	15	0.1
Rideau	0	0.0	0	0.0	0	0.0	32	0.1
West Carleton	0	0.0	0	0.0	0	0.0	27	0.1
Total Region	5,584	100.0	8,040	100.0	27,800	100.0	24,442	100.0

Source: Municipal Financial Statement

Land Drainage

As in many regional municipalities, land drainage in Ottawa-Carleton has been undertaken primarily by the area municipalities. Unlike for other regions, however, the Act establishing the RMOC does not specify the power of the Region to assume responsibility for land drainage systems, nor does it specify the Region's liability for drainage along Regional roads.

Expenditures on drainage include the construction and maintenance of both storm sewers and open ditches designed to accommodate surface water runoff. Of the total \$3.6 million spent on drainage in the Region in 1974, the RMOC spent only 4.3 per cent, as compared to 60.1 per cent for the city of Ottawa and 21.5 per cent for Nepean township. In a number of area municipalities a portion of the costs of drainage services is recovered

through a charge on the property owners whose land has been drained. In addition certain provincial subsidies are available, e.g., 50 per cent of the costs of drainage on approved roadways.

In all but the older core areas of the city of Ottawa, runoff water is carried in separate systems from sewage. In the mid-Sixties, the city embarked on a multi-million dollar programme to separate storm sewers from sanitary sewers in the downtown area - a programme which will continue into the late 1980's. This separation scheme has been necessitated by problems of system overload during periods of high runoff, and the increased demand on the system which has been generated by high density core development. As a means of recovering a portion of the costs of separation, the city has imposed a redevelopment charge on builders of high density developments in the core area. In 1974, this generated \$1.5 million in revenue.

Given the separation of storm sewage from sanitary sewage, a major problem faces the area municipalities, and in fact the Region as a whole - that is, the treatment of runoff water. At the present time, runoff water within the Region flows untreated into the Rideau and Ottawa rivers. As such it constitutes a major source of pollution. Particularly in the case of urban runoff, which contains a high level of salt and other chemical substances, a serious threat is posed. The RMOC Pollution Control Division has begun investigations aimed at developing methods of intercepting and treating urban runoff. It would appear, however, that such a treatment process will inevitably require a considerable capital investment at the Regional level, thus increasing the Regional expenditures on environmental services.

In addition to expenditures on land drainage, the less urbanized municipalities in the Region also spent a total of \$115,724 in 1974 for tile drainage. This expenditure was in the form of loans to the property owner to provide drainage for lands, normally farm land. The actual construction of the drainage is done by private contractors paid by the property owner, who then has a twenty-year period in which to pay back the municipality. These loans are financed with provincial money which passes to the area municipalities through the RMOC.

Garbage

Within the RMOC, the collection of garbage and other solid waste is the responsibility of the area municipalities. While there is a considerable variation from one municipality to the next in the type and extent of collection, some general comments can be made. Area municipalities contract with private firms for the collection of garbage, rather than maintaining a staff to perform this function. These contracts normally specify the frequency of service (the city of Ottawa has twice weekly pickup during the summer months), the type (whether curbside or backyard pickup), any limits to the amount or kind of garbage (maximum of six pieces; must fit into a can) and whether recyclable products will be collected separately. At the present time, there exists no comprehensive recycling programme anywhere in the Region.

Table 9-6
Garbage Collection and Disposal for Area Municipalities
Expenditures

	1969		1974	
	\$000's	% of TRE	\$000's	% of TRE
Ottawa	1,699	80.4	2,244	66.6
Vanier	62	2.9	87	2.6
Rockcliffe Park	25	1.2	46	1.4
Cumberland	6	0.3	39	1.2
Gloucester	45	2.1	177	5.3
Goulbourn	21	1.0	38	1.1
March	10	0.5	24	0.7
Nepean	233	11.0	641	19.0
Osgoode	2	0.1	15	0.4
Rideau	2	0.1	32	0.9
West Carleton	8	0.4	27	0.8
Total Regional Expenditure (TRE)	2,113	100.0	3,370	100.0

Source: Municipal Financial Statement

Sanitary landfill sites (i.e., dumps) have been the responsibility of the area municipalities. Several different arrangements for garbage disposal have existed; for example, the city of Ottawa has rented a dump site

from the NCC. A recent legislative amendment shifts to the RMOC this responsibility for waste disposal. Thus, from 1976, the Regional Municipality will regulate all disposal in the Region and will operate a landfill site for the area municipalities.

Revenue for garbage collection is most often from the general municipal tax levy, though in the case of certain outlying municipalities which do not provide collection service to all households, the revenue is derived from a special garbage charge to the recipients of the service. Table 9-6 shows the expenditure on garbage collection by area municipalities. For the total Region, expenditures have increased 59.5 per cent since 1969, with the greatest increases occurring in Gloucester and Nepean, thus decreasing the city of Ottawa's share of the total expenditures by 17.2 per cent.

Hydro

Within the Regional Municipality, there are four local hydro commissions: Ottawa Hydro which services the cities of Ottawa and Vanier and the village of Rockcliffe Park; Nepean Hydro which provides electricity in Nepean township; Gloucester Hydro which operates in Gloucester township; and Richmond Hydro which provides service within Goulbourn township. Other area municipalities within the RMOC are serviced directly by Ontario Hydro.

Ottawa Hydro was formed in 1950, through the merger of two firms dating back to the 1880's. Nepean Hydro was formed in 1964, and Gloucester Hydro in 1965, while the Richmond Hydro Commission dates back to 1928.

Local hydro commissions are special purpose bodies provided for under The Public Utilities Act. Ottawa Hydro is directed by a commission composed of the mayor of Ottawa, an appointee of Ontario Hydro and an appointee of city council - all for two-year terms. The Nepean Hydro Commission consists of the reeve, and four commissioners elected at large at the time of the municipal elections. The Gloucester Hydro Commission consists of the reeve, and two commissioners, again elected by the general electorate to two-year terms. Similarly, the Richmond Hydro Commission is composed of the mayor of Goulbourn and two elected commissioners, although its composition has been frozen by the province since 1974. In each case, the head of council of the area municipality is a member ex officio of the commission.

The Ottawa Hydro Electric Commission is the largest in the RMOC, serving more than 103,000 customers in 1974, of whom 88 per cent were residential customers. Despite this high proportion of residential customers, "general service" (combining commercial and industrial customers) consumed 67 per cent of the total 3.1 billion kilowatt hours (kWh) sold by Ottawa Hydro in 1974. Electricity for street lighting consumed a further 1 per cent of total output in the same year, leaving only 32 per cent of the consumption for 88 per cent of the customers. Ottawa Hydro has a staff of about 400, and is the only local hydro commission in the RMOC which possesses any generating capacity of its own.

Nepean Hydro with a staff of 65 serviced about 17,000 customers in 1974, 89 per cent of whom were residential customers. About 55 per cent of the 500 million kWh sold in 1974 was consumed by general services, with street lighting accounting for only 0.3 per cent of consumption.

Gloucester Hydro sold 300 million kWh of electricity to its 13,000 customers in 1974. Again, while general service customers made up only 8 per cent of the total customers of Gloucester Hydro, they consumed more than 40 per cent of the total output of the commission, while street lighting amounted to 0.6 per cent in 1974.

Richmond Hydro is a small operation with a staff of two, servicing fewer than 1,000 customers. Total consumption in 1974 approached 13 million kWh, again with general service customers making up only 9 per cent of the total customers, while consuming one third of the total output.

Table 9-7 provides a summary of revenue and expenditures for each of the local hydro commissions. From 1969 to 1974 there was a considerable increase in total revenue, increasing as much as 145 per cent in the case of Gloucester Hydro. The breakdown of revenue among the different categories of service was roughly equivalent to the proportion of consumption by each group, although hydro rates for residential customers are generally lower than that for general service customers.

With the exception of Ottawa Hydro, local commissions purchase 100 per cent of their power directly from Ontario Hydro. In every case, therefore, Power Purchased constituted the largest category of expenditures ranging from a high of 81.9 per cent for Richmond Hydro to a low of 74.8 per cent for Nepean Hydro. In the case of Ottawa Hydro, Operation and

Table 9-7
Area Hydro Commissions - Revenue and Expenditures (in \$000's)

	Ottawa Hydro		Gloucester Hydro		Nepean Hydro		Richmond Hydro	
	1969	1974	1969	1974	1969	1974	1969	1974
<u>Total Revenue (TR)</u>	21,681	42,785	2,047	5,007	4,081	8,091	98	212
Residential Service as a % of TR	30.0	26.7	46.7	49.9	51.8	42.3	63.5	66.5
General Service as a % of TR	63.4	69.3	47.9	45.1	43.5	53.2	32.8	29.7
Street Lighting as a % of TR	2.8	1.0	0.0	0.6	0.2	0.4	0.0	1.4
Other Revenue as a % of TR	3.8	3.0	4.5	4.5	4.5	4.1	1.6	2.4
<u>Total Expenditures (TE)</u>	21,054	38,810	1,983	4,498	3,930	7,808	95	199
Power Purchased as a % of TE	74.1	81.7	68.8	75.9	63.3	74.8	82.9	81.9
Operations & Maintenance as a % of TE	8.8	5.7	4.0	3.2	5.1	5.3	2.7	3.0
Administrations as a % of TE	5.4	5.5	8.0	7.3	9.5	6.7	4.6	2.5
Financial Expenses as a % of TE	3.0	0.4	12.5	7.8	16.0	9.3	4.0	6.0
Depreciation as a % of TE	6.8	3.5	6.7	5.6	6.0	3.9	5.7	6.0
Local Generation as a % of TE	1.7	1.2	0.0	0.0	0.0	0.0	0.0	0.0
Other Expenditures as a % of TE	0.3	1.9	0.0	0.0	0.0	0.0	0.0	1.0

Source: Minicipal Financial Statements

Maintenance is the second to largest category of expenditure, followed by Administration and then Depreciation. For the other commissions, Financial Expenses consumed the next to largest proportion of expenditure followed in the cases of Nepean and Gloucester by Administration, while for Richmond Hydro, Depreciation was the third largest category of expenditure. Only in the case of the Ottawa commission were there expenditures for Local Generation of power.

As indicated in Table 9-8, capital assets of the Richmond Hydro Commission had increased 116 per cent from 1969 to 1974, while increasing 114 per cent for Gloucester Hydro, 38 per cent for Nepean Hydro and 33 per cent for Ottawa Hydro. Transmission and Distribution Systems accounted for the largest percentage of capital assets for each of the commissions, representing all capital assets in the case of Richmond Hydro. Plant and Equipment was the next to largest category, followed by Buildings and then Land.

Table 9-8
Area Hydro Commissions - Assets (in \$000's)

	Ottawa Hydro		Nepean Hydro		Gloucester Hydro		Richmond Hydro	
	1969	1974	1969	1974	1969	1974	1969	1974
Total Book Value of Capital Assets (CA)	49,304	65,664	8,881	12,234	4,345	9,316	211	456
Land as a % of CA	1.7	1.4	1.7	1.9	0.0	1.4	0.0	0.0
Buildings as a % of CA	8.2	7.9	8.9	6.6	0.1	8.4	0.0	0.0
Plant & Equipment as a % of CA	49.5	44.5	30.6	28.7	22.0	27.1	0.0	0.0
Transmission & Distribution as a % of CA	40.5	46.2	58.8	62.8	77.9	63.0	100.0	100.0

Source: Municipal Financial Statements

Debt incurred by each of the commissions decreased from 1969 to 1974. Nepean Hydro has the largest amount of debentures outstanding at \$5.2 million in 1974, a decrease of 23 per cent from 1969. Gloucester Hydro had \$2.8 million in debt in 1974, a slight decrease from 1969, while Ottawa Hydro had \$0.3 million in debt, a decrease of 70 per cent over that period. Richmond Hydro has no

outstanding debentures.

Conservation Authorities

Within the RMOC there are three conservation authorities, each responsible for the area drained by a major watercourse. They are the Mississippi Valley Conservation Authority, the Rideau Valley Conservation Authority and the South Nation Conservation Authority. While each of these authorities has some jurisdiction within the RMOC their boundaries are fixed not by political districts but rather by watersheds. Thus the Mississippi Valley Authority for example, is responsible for an area of 1,718 square miles which covers all or part of 29 different municipalities.

Conservation authorities operate under the jurisdiction of the provincial Ministry of Natural Resources and are composed of representatives from participating municipalities, with membership apportioned on a population basis. The authorities are funded by the provincial government and the participating municipalities on a 50/50 ratio, although larger provincial grants are available for certain types of projects which may be undertaken by the authorities.

Upon establishing a conservation authority a study of the area is conducted by the province, and the authority then develops a long-range plan of conservation for the watershed area. This plan includes such components as the monitoring and improvement of water quality, the construction of dams and reservoirs, the acquisition of land for flood plains or forests, and assistance in land improvements. They also acquire and develop land for recreational purposes, protect wildlife, preserve historic sites such as mills, and conduct a programme of education and publicity regarding conservation and environmental concerns.

Questions to Ponder on Chapter 9

1. It is sometimes said that "cities do not pay their way"; that is the external costs of pollution are borne by persons within or without the urban area. To what degree is this a valid observation in the RMOC?
2. How reasonable is the divided jurisdiction over sewers within the Region?
3. What are the advantages and disadvantages of "contracting out" garbage collection?
4. Why should hydro commissioners be an elected special purpose body? Alternatively, why should hydro not be a municipal department accountable to the municipal council?
5. Should senior levels of government take more of the initiatives toward environmental protection?

Chapter 10

Recreation and Libraries

As can be seen in Table 3-4, there is a wide variation from one municipality to the next with respect to spending of Recreation and Community Services. This category of expenditure includes recreation and parks, and libraries. Expenditures were highest (and have been expanding most quickly) in the rapidly urbanizing areas of March, Nepean, Goulbourn and Gloucester. On the other hand the rural municipalities spent relatively little, while Rockcliffe Park spent less than one per cent of its 1974 budget on these services. As they are primarily the responsibility of the area municipalities, the RMOC itself spent only 0.3 per cent of its 1974 total expenditures on these services.

Recreation and Parks

Recreation has been defined loosely as any activity which one chooses to do in leisure time. It includes not only skating and swimming, football and tennis but also stamp collecting and bird watching, macrame and chess. Recreational outlets are provided therefore from a number of sources: associations and service clubs, commercial enterprises, boards of education and various levels of government.

As people have increasingly more leisure time (and in many cases, more disposable income) and as concern regarding fitness has spread, participation in recreational activities has risen. To some degree this heightened awareness has prompted greater involvement by governments in recreation; in another sense it is the result of increased government activity. At the federal level, the Department of National Health and Welfare has begun programmes to increase the involvement of Canadians in recreation, in part as a means of cutting health costs in the long run. Provincially, a Ministry of Culture and Recreation has been formed, again aimed at increasing public participation and helping municipalities develop their recreation programmes. Locally, area municipalities and boards of education have also joined in providing increased opportunities for public recreation.

Among the area municipalities there is a considerable variation in the philosophy underlying recreation and participation. Activities are most often aimed at a particular group, whether it be a specific age group such as "senior

citizens", or interest groups such as those seeking instruction in a sport, or area such as a certain neighbourhood. In several municipalities, standing committees of interested citizens have been formed to advise councils on recreational needs and priorities. In certain municipalities, recreation staff take the leadership role, sponsoring and organizing programmes and special events. In others, staff perform a resource function, with the impetus for programmes coming from neighbourhood groups and voluntary associations. In almost all cases, the staff complement of the recreation departments, particularly in the more populated municipalities in the Region, has increased appreciably.

Over the past several years, municipal facilities for recreation have been greatly expanded. Within the Region each of the area municipalities (except Rockcliffe Park village) operates at least one arena and community centre, while most have several. Municipal pools (both indoor and outdoor) are not uncommon and several of the area municipalities also have special recreation facilities. The city of Ottawa owns and operates Lansdowne Park which includes the Civic Centre, a stadium, the Curl-o-drome, an indoor track and exhibition facilities. Nepean township operates the impressive Sportsplex, with skating, swimming and other facilities. Gloucester township owns the Pineview Municipal Golf Course, while March township has invested in the development of the National Capital Equestrian Park located on NCC land in Nepean township. Supplementing all of these are the gymnasias and other facilities of the schools in the Region, which increasingly have been made available to community groups and individual residents.

The mainstay of municipal recreation programmes within the Region however remains the parks and playgrounds. The Regional Plan, in discussing the quantity of open space which is required in the Region distinguishes between three general types of parkland: "regional" parks, local parks and passive parkland. "Regional" parks are normally outdoor centres for a variety of team sports and may serve a population from more than one area municipality, e.g., Brewer Park and Mooney's Bay in the city of Ottawa. Local parks include neighbourhood playgrounds and tot-lots as well as open areas for neighbourhood sports. Passive parkland is intended for informal and unorganized activities and places an emphasis on scenic open spaces. Much of the passive parkland within the Region is provided by the National Capital Commission, e.g., Hog's Back Park. Mention should also be made of the Rideau Canal and River which are the responsibility of Parks Canada.

Area municipalities have been responsible for the provision of parkland in the Region, particularly "regional" and local parks. In 1975 however the RMOC was granted the authority to acquire land for recreational purposes, largely with a view to increasing the amount of passive parkland and distributing the costs

Table 10-1
Area Municipalities - Expenditures and Debt for Parks and Recreation

	Expenditures				Debt					
	1969		1974		1969		1974			
	\$000's	% of TRE	\$000's	% of TRE	Change in %	\$000's	% of TRD	Change in %		
Ottawa	5,023	88.0	8,699	64.7	73.2	11,876	88.4	13,569	63.2	14.3
Vanier	125	2.2	297	2.2	137.6	264	2.0	582	2.7	120.5
Rockcliffe Park	6	0.1	11	0.1	83.3	0	0.0	0	0.0	-
Cumberland	15	0.3	133	1.0	78.7	0	0.0	88	0.4	-
Gloucester	136	2.4	1,104	8.2	711.8	567	4.2	306	1.4	-46.0
Goulbourn	16	0.3	233	1.7	1,356.3	1	0.0	2,389	11.1	2,388.0
March	26	0.4	279	2.1	973.1	0	0.0	255	1.2	-
Nepean	335	5.9	2,570	19.1	667.2	582	4.3	3,939	18.3	576.8
Osgoode	21	0.4	52	0.4	147.6	148	1.1	349	1.6	135.8
Rideau	1	0.0	56	0.4	5,500.0	0	0.0	0	0.0	-
West Carleton	7	0.1	20	0.1	185.7	0	0.0	0	0.0	-
Regional Total	5,711	100.0	13,454	100.0	135.6	13,438	100.0	21,477	100.0	59.8

Source: Municipal Financial Statements

of "regional" parks.

Of particular concern in the Regional Plan are the competing interests of conservation and recreation in areas of unique scenic or scientific value or areas which provide sanctuary for certain types of wildlife. Within the Region there are areas such as Mer Bleue in Gloucester and Cumberland townships, which have a unique ecological character worthy of preservation. There are also a variety of nature study and hiking trails including the Rideau and Jack Pine trails, and areas of public recreation including the provincial parks at Fitzroy Harbour and along the Rideau River. As the population of the Region expands however, there will be increased demands for recreational space, posing a threat to certain existing nature areas.

Table 10-1 provides a breakdown of the expenditures and debt on parks and recreation by area municipality. As can be seen, total expenditures for this item have increased 135.6 per cent from 1969 to 1974, with the greatest increases in Rideau, Goulbourn and March. The city of Ottawa expenditures have increased by the smallest percentage while their share of the 1974 total Region expenditure was 64.7 per cent, a decrease of 26.5 per cent since 1969. March, Nepean and Ottawa have the highest per capita expenditures on parks and recreation in the Region, while West Carleton has the lowest. Debt by the area municipalities on parks and recreation has increased by 59.8 per cent since 1969, totalling \$21.5 million in 1974. Debt has increased most quickly in Goulbourn, Nepean, Osgoode and Vanier, with the debt for Ottawa remaining relatively constant. As such the city's share of the recreation debt has followed the same pattern as did its share of expenditure. Recreation is financed primarily from general municipal revenues, though subsidies for capital expenditures and operating costs on certain facilities may be received from the provincial government.

Libraries

In the RMOC, there are ten public library boards, one for each of the area municipalities except for the township of Cumberland. Supplementing those library services are those of the boards of education, the universities and colleges within the Region, and the National Library and National Science Library.

The Public Libraries Act gives each municipal council the power to establish, through by-law, a public library service within its jurisdiction, with the responsibility for these libraries to rest with a public library board. Provision is also made for union public library boards, within which two or more municipalities jointly deliver library services. There are no union public libraries in the RMOC

Table 10-2
Public Libraries in the Regional Municipality of Ottawa-Carleton

Public Library Board	Year Established	Branches		Staff		Volumes Held 000's		Items Circulated 000's	
		Fixed	Mobile	Full-time	Part-time	1969	1974	1969	1974
			1974	1974					
Ottawa	1906	8	2	152	2	429.9	499.3	2,009.9	2,024.2
Vanier	1967	1	0	4	4	31.0	39.1	32.9	84.3
Rockcliffe Park	1972	1	0	0	1	-	1.2	-	3.7
Gloucester	1966	4	2	9	33	11.0	62.8	84.8	201.1
Goulbourn	1974	2	0	1	2	-	3.8	-	14.6
March	1967	1	0	0	11	n.a.	22.4	n.a.	81.8
Nepean	1963	3	1	29	50	70.1	131.5	600.9	694.6
Osgoode	1961	0	3	0	5	n.a.	10.7	n.a.	25.0
Rideau	1967	3	0	0	2	n.a.	9.4	n.a.	40.4
West Carleton	1974	1	0	0	0	-	0.4	-	-

Source: Public Library Statistics, 1969 Municipal Financial Statements, 1974

at this time, nor is there an RMO Library Board corresponding say to the Metropolitan Toronto Library Board.

In Ottawa, Vanier, Goulbourn, Gloucester and Nepean (that is to say in municipalities with populations greater than 10,000), the library board consists of the mayor or reeve, three members appointed to three-year terms by the municipal council, three members appointed to three-year terms by the appropriate board of education, and two members appointed to two-year terms by the appropriate separate school board. In Rockcliffe Park, March, Osgoode, Rideau and West Carleton (municipalities with fewer than 10,000 residents), the library board is composed of the mayor or reeve, and four persons appointed annually by the local council. The chairman of the library board is elected by the board.

The boards are responsible for the management of the libraries and the appointment of senior administrative staff. They are also required to prepare and adopt the estimates of revenue and expenditure, which are then submitted to the municipal council for approval.

Table 10-2 presents a summary of the library statistics for the public library boards in the Region, each of which, with the exception of the Ottawa board, has been established only since 1960. The Ottawa board has the largest number of branches with eight permanent locations and two bookmobiles, and another permanent branch to open in the fall of 1975. Generally the newer libraries and those serving the smallest population have only one location.

The staff complement among the library boards varies significantly, with the smaller boards relying primarily on part-time staff. Professional librarians account for 40 of the 154 staff in the Ottawa libraries, with six professional librarians in Nepean, two in Gloucester and one part-time in each of Osgoode and Rockcliffe Park.

Of the volumes held by the various library boards, Vanier has the highest proportion of French-language books at 63 per cent, with Gloucester next at 38 per cent and Ottawa at 24 per cent. French-language books account for less than 2 per cent of the total volumes for each of the remaining boards, with Rockcliffe Park, March and Rideau having none. Several libraries have holdings in languages other than English or French, with the Ottawa library holding 15,000 volumes in 85 other languages.

Particularly for the larger boards in the Region, the "Items Circulated" category includes many non-print materials. As libraries have expanded their role

Table 10-3
Public Libraries in RMOC - Revenue

	Total Revenue (TR)		Provincial Grants as a % of TR 1969	Local as a % of TR 1969	Support as a % of TR 1974	Other Revenue as a % of TR 1969	Revenue 1974		
	\$000's 1969	\$000's 1974						Change in %	
Ottawa	1,320.2	3,000.1	127.2	15.5	14.6	75.3	78.1	9.1	7.2
Vanier	25.5	80.2	214.5	24.7	39.2	74.9	50.7	0.4	10.1
Rockcliffe Park	-	3.9	-	-	82.1	-	12.8	-	2.6
Gloucester	36.8	173.2	370.7	28.5	37.9	57.3	59.1	14.1	2.9
Goulbourn	-	29.5	-	-	52.9	-	45.4	-	1.7
March	16.8	55.3	206.0	5.4	17.9	89.3	77.6	5.4	4.3
Nepean	176.5	627.5	255.5	20.5	16.3	73.8	79.6	5.7	4.2
Osgoode	n.a.	15.5	-	-	80.6	-	19.4	-	0.0
Rideau	n.a.	13.4	-	-	66.4	-	26.1	-	7.5
West Carleton	-	12.6	-	-	88.1	-	11.9	-	0.0

Source: Public Library Statistics, 1969 Municipal Financial Statements, 1974

in both recreation and continuing education, films, slides, sound recordings and other non-print materials have become an increasingly large component of the services provided.

A breakdown of revenue for each of the library boards is provided in Table 10-3. Between 1969 and 1974, expenditures for library services increased considerably with the rates of increase highest in Gloucester and Nepean. The proportion of provincial contributions, particularly in less populated municipalities has been increasing, representing more than 80 per cent of the revenues for the Rockcliffe Park, Osgoode and West Carleton libraries. Conversely, in the municipalities with the largest population, the municipal contribution approaches 80 per cent of the total revenue. (Provincial contributions are made on the basis of a per capita grant of \$1.70.) The "Other Revenue" category accounts for receipts from rentals, fines, non-resident fees and special charges. In the case of the Gloucester board, this category includes a payment of \$1,500 from the township of Cumberland, to provide services for Cumberland residents at the Orleans branch of the Gloucester library. For the Ottawa board \$52,000 is included as a purchase of service by the Regional Library System.

Table 10-4 indicates the pattern of expenditure by library boards in the Region. In every case, the level of per capita library expenditures has risen since 1969, with the Ottawa, Nepean and March boards (those with primarily local funding) spending the greatest amount per capita. Salaries consume the greatest proportion of expenditure in the larger and more established boards, while the newer libraries have concentrated their expenditures in acquisitions as they build up their collections. "Other Operating" costs which generally consist of rent and maintenance costs, vary from a high of 31.1 per cent in March to a low of nil in Rockcliffe Park and West Carleton. "Other Expenditures" consist primarily of principal and interest payments on long term debt, and capital expenditures out of revenue. In 1974, all of the West Carleton expenditures fell into this category, as contrasted with Rockcliffe Park and Rideau where there were no expenditures in this category.

The Ottawa, Nepean and Gloucester library boards are the only boards in the Region with long term debt outstanding. Of the Regional total of \$5.6 million in debentures for libraries, 87.8 per cent was incurred by the Ottawa public library, primarily for the building of its new main library, 9.6 per cent was incurred by the Nepean board and 2.6 per cent was by the Gloucester board.

Table 10-4
Public Libraries - Expenditures

Library Board	Total Expenditures 1969	000's 1974	Expenditures (TE) Change in %	Per Capita Expenditure \$		Salaries % of TE		Materials % of TE		Other Operating % of TE		Other Expenditures % of TE	
				1969	1974	1969	1974	1969	1974	1969	1974	1969	1974
Ottawa	1,256.3	3,139.1	149.9	4.30	10.62	75.7	54.8	11.7	19.0	6.0	8.2	6.6	18.0
Vanier	22.4	80.4	258.9	0.95	3.92	28.6	51.6	36.6	28.7	33.8	15.5	1.0	4.1
Rockcliffe Park	-	3.6	-	-	1.67	-	30.6	-	69.4	-	0.0	-	0.0
Gloucester	35.1	160.5	357.3	1.25	3.31	25.6	61.6	23.9	8.6	12.8	18.4	37.7	11.4
Goulbourn	-	30.5	-	-	2.94	-	13.6	-	59.1	-	5.9	-	21.4
March	18.4	51.4	179.3	4.16	7.47	28.8	39.5	61.4	25.5	6.5	31.1	3.3	3.7
Nepean	176.1	713.6	305.2	3.31	9.98	42.3	48.9	29.0	18.3	18.0	10.4	9.8	22.4
Osgoode	n.a.	6.2	-	n.a.	0.76	n.a.	35.5	n.a.	43.5	n.a.	17.7	n.a.	3.2
Rideau	n.a.	10.1	-	n.a.	1.38	n.a.	27.7	n.a.	41.6	n.a.	30.7	n.a.	0.0
West Carleton	-	5.3	-	-	0.71	-	0.0	-	0.0	-	0.0	-	100.0

Source: Public Library Statistics, 1969 Municipal Financial Statements, 1974

Regional Library Board

The Eastern Ontario Regional Library Board was set up as part of the provincial library services to promote and facilitate liaison and co-ordination among the library boards in the RMOC and the nine counties in Eastern Ontario. Promotion of inter-library loans, development of central services, and public and professional education fall within its responsibilities. It also offers a central reference collection and makes donations of reference materials to local library boards.

The regional library board consists of nine members, and includes representation from each of the local library boards which serve a population greater than 15,000 and one member appointed by the Ministry. From the RMOC, the Ottawa, Vanier, Gloucester and Nepean library boards are represented on the regional board. It is funded totally by the province through the Ministry of Culture and Recreation and had a budget in 1974 of \$462,000. A portion of its expenditure was in the form of direct grants to local library boards.

Questions to ponder on Chapter 10

1. Is there sufficient recreational and park land (including river access, campsites, etc.) in the RMOC? Are there sufficient urban parks? Arenas?
2. Is there any good argument for some RMOC involvement in the library system?
3. Should libraries be a municipal council responsibility or be left to appointed library boards?
4. "Other cultural facilities" is an expenditure category in municipal financial statements. In 1974 the total amount spent in the Region in this category was \$178,000 by the RMOC, Ottawa and March. Can a case be made for greater municipal support for the arts?

Chapter 11

Community Planning and Development

In recent years issues related to community planning and development have been central to discussions of municipal government and politics. Despite this trend, these functions consume relatively little of total municipal expenditures. As can be seen from Table 3-4, expenditures in this category range from a high of only 3.9 per cent for the city of Vanier to a low of less than 0.1 per cent in West Carleton township. In almost all cases however, the expenditures in this category have increased appreciably since 1969.

The Plans

When the RMOC was established in 1969, it was designated as a "planning area" and charged with the responsibility of drawing up an "Official Plan" for the Region. The plan was to consider the extent and direction of growth in the planning area, and how this growth will affect and be effected by transportation and utilities, cultural resources and community facilities, and natural resources.

The legislation which set up the RMOC stipulated that Regional Council act as the planning board for the Region, and set 31 December 1972 as the date by which the plan was to be completed. The legislation also required the Regional Council to seek out the participation and co-operation of the residents of the Region in preparing the Plan.

On 8 January 1969 the Regional Council appointed a Planning Committee and a Commissioner of Planning, and the process of developing the plan was underway. A series of technical reports were prepared, public hearings were held, and additions to the planning staff were made. On 17 August 1972 the Initial Proposals were published, again followed by a round of studies, meetings and consultations culminating one year later in the publication of the Draft Plan. After a further period of deliberation, the Draft Plan was submitted to the Executive Committee of Regional Council in the spring of 1974 and to the Council in the summer of that same year, obtaining final approval from Regional Council on 9 October 1974.

The Official Plan sets as its primary goal the creation of "an environment within which the physical, social and mental well-being of all persons who live in the planning area can be advanced". From this basis it specifies major objectives and sub-goals with respect to social well-being, physical environment, services, implementation, finance and economic base. These specific goals include: to provide for adequate housing of all types accessible to all segments of the population; to ensure respect for and harmony with the natural environment; to minimize disruption and inconvenience to established and future neighbourhoods; to provide for citizen participation at all stages in planning and implementation; to optimize the use of all existing facilities; to provide for the diversification of the economic base.

The planning horizon for the Official Plan is the twenty-five years to the end of the century. The Plan states that if recent trends with respect to urbanization, employment patterns and the economy are projected into the future, the population of the RMOC will approach one million by the year 2000. Further it states that there is little which can be done at the municipal level to control such growth. The Plan therefore incorporates this population expectation as a basic assumption, and sets as its task the accommodation of such a population. It does recognize however that declining birth rates, changing immigration policies, federal decentralization and calls for "limits to growth" may curb population increases. Therefore the Plan is to be reviewed from time to time to assess alternate population projections. (In fact, Regional Council in approving the Official Plan has requested a staff report on the implications of a population of 750,000 and the feasibility of the Region holding growth to that level.

The Official Plan calls for growth in the Region to be concentrated in a south and west direction, with several areas designated for major development including the proposed western community (Kanata-Glen Cairn) for 100,000 people and the southern community in Nepean and Gloucester townships with a population totalling 135,000. It also states that densities within the Greenbelt should be increased and that the rural portion of the Region could accommodate a population of 100,000 in small villages and large country lot developments. The Official Plan also supports the decentralization of employment opportunities within the Region, limiting development in the central core, while encouraging the location of office, industrial and commercial jobs

elsewhere, but particularly in areas designated for major development.

The Plan then proceeds from these assumption, to assess the desirability and feasibility of alternate methods of transportation in the planning area. The private automobile and public transit in the form of buses are seen as meeting the needs for the earlier part of the Plan's timeframe, with alternate means of mass/rapid transit (e.g. suburban trains) to be explored for the latter period. Thus the development of a road network to accommodate this vehicular traffic is central to the Plan.

General guidelines are set out for the planning and co-ordination of a variety of community facilities including schools, health centres, libraries, parks, day care centres and community centres. The co-ordination and in many cases co-location of these services are seen as having many advantages to both consumers and governments. The Official Plan also states that in order to develop a sense of cohesion and continuity within a community, care must be taken to preserve buildings and sites of historic value and to design new structures with a view to improving the aesthetic quality of the Region.

The Plan devotes considerable attention to the problems associated with natural resources and environmental management within the Region, because of the competing demands for growth and conservation. It advocates the nourishment of the agricultural component of the Region's economy, controls on certain types of forestry and excavation for quarries, the designation of areas for restricted recreational use, and measures to protect the environment from further contamination, while seeding to improve the quality of the Region's water, air and land. As one step is dealing with these problems the Plan calls for the designation of "Interim River Corridors" along the Rideau and Ottawa rivers, in which development will be strictly limited while further study is conducted into means of maximizing the potential of the rivers and adjacent lands. With the signing of the CORTS agreement (Canada-Ontario-Rideau-Trent-Severn Waterway) in 1975, both the federal and provincial governments have agreed to co-ordinate planning along the Rideau river, working with the RMOC to develop the optimal use of the Rideau corridor within the planning area.

Having adopted the Official Plan, Regional Council then submitted it to the provincial Minister of Housing for final approval. Pending this

approval planning decisions are made on the expectation that the Official Plan will be approved. Once the Plan has been accepted, no public work can be undertaken nor by-law passed which does not conform to the Plan. Further, upon the approval of the RMOC's Official Plan, the official plans of each of the area municipalities must be amended so as to conform with the Regional Plan.

Only the cities of Ottawa and Vanier and the townships of Goulbourn, March and Osgoode now have official plans which have been completed and have received full ministerial approval. Rockcliffe Park and Gloucester have received ministerial approval for that part of their plans which has been completed, while those for Cumberland, Nepean, Rideau and West Carleton are still in preparation. In several instances conflicts arise between the local plans of the area municipalities and the Official Plan of the RMOC. For example, the city of Ottawa has advocated the concentration of more jobs in the central core area than is called for in the Official Plan for Ottawa-Carleton. Similarly certain outlying municipalities would prefer that the development of their residential areas proceed more quickly. Area municipalities (and any other interested party) have the option of appealing provisions of the Official Plan to the Ontario Municipal Board which makes a final decision on the matter. As much of the Plan is dependent on the local plans of the area municipalities and the restricted area by-laws which they pass, its success rests largely on the degree of co-operation which can be engendered within the Region.

A programme of decentralization of planning authority from the provincial government to the municipal governments has begun in Ontario. Regional Council is now vested with the powers which had been exercised by the Minister of Housing with respect to the approval of area municipalities' official plans and their amendment, the approval of plans for subdivisions, commenting to the OMB on the restricted area by-laws of area municipalities, and other matters. Thus the Regional Council will be in a position to take a leading role in ensuring the successful implementation of its Official Plan.

Central to the question of planning in the Region are the goals and policies of the federal government. "Tomorrow's Capital", a proposed development scheme for the National Capital Region was released by the NCC in December 1974, incorporating such goals as a better balance of economic and cultural development, managed growth, a revitalized core area and the preser-

vation of open space and agricultural land. The basic differences between this plan and the RMOC Official Plan are the direction of urban growth and the location of employment centres in relation to the future rapid transit system.

The NCC plan calls for the development of a satellite community of 100,000 people to be located in the vicinity of Carlsbad Springs on land which has been purchased by the federal and provincial governments. This proposal is intended to shift growth from a south and west direction to the south east, as an alternative to the South Nepean/South Gloucester development. The NCC cites the fact that the Carlsbad Springs location is already owned by government and as such housing could be provided at considerable less cost than on privately owned land. They also point out that the land is less well suited to agricultural (or recreation) use and therefore can be developed without taking good agricultural land out of production. The RMOC Official Plan, while recognizing that Carlsbad Springs is a potential locus for future development, states that the land is difficult to service because of its geological characteristics, and that the southern community (to be located on privately-owned land) could be more easily serviced and more quickly developed. While negotiations between the RMOC and the NCC are continuing, both parties have proceeded with their plans for development.

Other federal ventures which will have a great impact on the future of the Region are the development of Lebreton Flats, Rideau Centre, and the tract of land at Baseline and Woodroffe. Similarly, decisions taken by the federal government and the NCC on such questions as the "flexibility" of the Greenbelt and alternate uses of such government owned land as the Experimental Farm, will to a great degree effect the pattern of growth within the Region.

The Planning Process

Until the mid-Sixties much of the planning in the Region was privately initiated. While a few area municipalities had zoning by-laws market mainly determined what kind of houses and other buildings would be built at what price in what location, and private developers then proceeded to assemble land, design and build the subdivision etc. Government at all levels played a rather restricted role in planning. With the establishment of municipal planning departments, the adoption of official plans, development codes and more government subsidy schemes however, the planning role of governments has

increased significantly. Sub-division plans are reviewed extensively by a number of municipal and provincial departments and agencies, with standards concerning densities, provision of open space, servicing properties and provision of community facilities becoming much more clearly established and enforced.

The legislation establishing the RMOC states that the planning board for the Region shall be the Regional Council. Similarly in Cumberland, Goulbourn, Nepean, Rideau and West Carleton, the municipal councils act as planning boards, while for the city of Ottawa this power is vested in the board of control. In Vanier, Rockcliffe Park, Gloucester, March and Osgoode on the other hand, the planning boards are appointed by municipal council and are made up of the head of council, ex officio, and four, six or eight other members. Planning boards develop official plans, make recommendations on zoning and certain by-laws, and advise councils on other planning matters.

Different mechanisms are employed in developing plans, depending on the type and extent of the area for which the plan is developed and the amount of staff support which is available to the municipality. For the RMOC the development of its Official Plan took several years with several stages of drafting, comment and revision. Staff input was critical to the development of the plan as were formal and informal contacts with citizens. In certain less populated municipalities, planning is less complex with much of the technical work provided by private consultants and with little formal participation by citizens. In other, particularly the city of Ottawa, "concept plans" aimed at defining the general character of an area (normally on a neighbourhood basis) and the best means of achieving these goals, are being developed with the intensive involvement of the area's residents.

As evidence of the increased activity with respect to planning, one need only examine the changes in the size of municipal planning staffs or levels of expenditure. The staff complement for the RMOC Planning Department for example, increased from three in 1969 to more than 43 in 1974. As can be derived from Table 11-1, expenditures on planning and zoning for the total Region have increased by 305 per cent, with the greatest increase for the RMOC itself. While the city of Ottawa continues to spend more on this item than any other municipality in the Region (including the RMOC), its share of expenditures has dropped from nearly 70 per cent to just less than 40 per cent.

Table 11-1
Planning and Zoning Expenditures for RMOC and Area Municipalities

	1969		1974	
	\$000's	% of TRE	\$000's	% of TRE
RMOC	45	7.6	793	33.1
Ottawa	405	68.4	932	38.9
Vanier	18	3.0	67	2.8
Rockcliffe Park	0	0.0	2	0.1
Cumberland	1	0.2	4	0.2
Gloucester	67	11.3	356	14.8
Goulbourn	4	0.7	23	1.0
March	2	0.3	28	1.2
Nepean	36	6.1	153	6.4
Osgoode	4	0.7	21	0.9
Rideau	2	0.3	20	0.8
West Carleton	8	1.4	0	0.0
Total Regional Expenditures (TRE)	592	100.0	2,399	100.0

Source: Municipal Financial Statements

Citizen Participation

While considerable progress has been made to ensure citizen input into planning decisions, this participation has not always been formalized. In the larger and the more populated municipalities, the planning boards are the municipal councils and therefore do not have representation from the general citizenry. Nor are there standing citizens' advisory committees as is the case for RMOC Social Services. Therefore planning is not always seen as a co-operative effort, and antagonism sometimes develops between planners, politicians and citizens' groups.

Within the Region there is a network of citizens' associations and ratepayers' groups which are involved to a greater or lesser degree in planning issues. Serving as a resource centre and co-ordinating body for these individual groups is the Federation of Citizens' Associations, which has been most active in providing input to planning bodies and creating mechanisms for

further citizen participation. Other groups which have been active include Pollution Probe Ottawa, the Ottawa Tenants Council for Public Housing, and the Social Planning Council of Ottawa-Carleton.

Community Development and Urban Renewal

Of increasing importance in the planning process has been the role of community development programmes. Community "animators" are intended to meet a number of needs: aiding residents to understand and participate in the planning for their neighbourhoods; assisting in the development of concept plans; conducting social education and community awareness programmes; assisting in the co-ordination of services for a neighbourhood. The city of Ottawa has been most active in this process, though much of the community development in the Region (particularly that of a more political orientation) has been carried on by voluntary associations. In many cases these community development efforts are directed at neighbourhoods which are in the process of rehabilitation or redevelopment.

Urban renewal programmes have been conducted by the cities of Ottawa and Vanier in an effort to improve the quality of housing and services in certain older districts, particularly those adjacent to the Region's core. The largest project undertaken in the Region was the Lower Town East redevelopment scheme carried out by the city of Ottawa in which a large area of Lower Town was cleared of existing structures and rebuilt.

More recently however, governments have avoided programmes of wholesale renewal because of the dislocations and erosion of community ties inherent in such ventures. Emphasis has shifted to rehabilitation of neighbourhoods in order to avert deterioration of an area. This shift in direction has been prompted to a great degree by the availability of special funding from senior levels of government through NIP (Neighbourhood Improvement Programme) and RRAP (Residential Rehabilitation Assistance Programme) both federal programmes, and OHRP (Ontario Housing Rehabilitation Programme). There are currently several neighbourhoods in the city of Ottawa which are participating in NIP/RRAP, undergoing improvements to the housing stock, municipal services, public utilities and social and recreational facilities. Similar projects are under consideration in Gloucester and Vanier.

Expenditures on urban renewal totalled \$820,000 in 1974, an increase of 109.2 per cent since 1969, with the city of Ottawa spending 78 per cent of this total, and Vanier responsible for the remainder. Debt for urban renewal totalled \$5.2 million in 1974, of which 99 per cent had been incurred by the city of Ottawa. In 1974 total debt represents an increase of 116 per cent over the 1969 total.

Housing

The role of local government in providing housing has come under increasing public scrutiny over the past few years. The RMOC has commissioned a study to examine the alternatives for the involvement of the Region and the area municipalities in the housing market. "A Discussion Paper" prepared for the RMOC by a firm of consultants was published in May 1975. Along with a "Technical Report", the paper discusses the current housing market, trends in development, questions of affordability, and alternative policies and programmes which local governments might pursue in ameliorating the housing situation for the future. This report is the first phase of a study to be completed before 1976, and is intended to elicit reactions from area municipalities and citizens' groups in order that recommendations may be made to Regional Council.

The city of Ottawa already has enunciated a housing policy which states the city's intention of supporting programmes of neighbourhood improvement, integration of low-income housing, municipal land banking and non-profit housing. To this end the city has begun to acquire land for housing, and is replacing the City of Ottawa Housing Company (see Chapter 2) with a non-profit housing corporation which will make more units available to a wider cross-section of the city's residents, while receiving more federal subsidies. Advising the city council of housing policies is a committee composed of members of the private sector, the public sector, citizens and service agencies.

Land Division

Consents, that is to say the approval of land severances, in Rockcliffe Park village and in the townships of Cumberland, Goulbourn, Rideau and West Carleton can be granted only by the RMOC Land Division committee. For the approval of minor variances from local bylaws in these municipalities,

application is made to the local committee of adjustment which has the power to rule on such matters. In Cumberland township, minor variances are the responsibility of the municipal council.

For all of the remaining area municipalities in the Region, the local committees of adjustment have the powers to grant not only minor variances, but also severances.

The RMO Land Division committee is composed of five members appointed from outside council by Regional Council. All committees of adjustment are made up of at least three members and are appointed by the municipal councils. Any "interested" party may appeal a decision of the committees of adjustment to the Ontario Municipal Board.

Industrial Development

Over the past several years, concerted efforts have been made to diversify the economic base of the Region, particularly by attracting light manufacturing industry which pose little threat to the Region's environment. The amount of services land for industrial development has increased appreciably as area municipalities (with an eye to improving the mix of their assessment base) and private developers assemble land for industrial parks. New sites have been developed in Ottawa, Goulbourn, Gloucester, March and Nepean, with more land to be made available shortly. All townships within the Region have been designated for Ontario Development Corporation loans and incentives.

In 1974, Ottawa, Gloucester and Nepean spent \$597,000 on industrial development, an increase of 320 per cent since 1969. Of this total expenditure, the city of Ottawa was responsible for 80 per cent, though spending by the urbanizing municipalities has been increasing. In 1969, debt for industrial development totalled \$293,000, all of which had been incurred by the city of Ottawa. In 1974, debt had risen to \$850,000 with Nepean responsible for 90 per cent of the total, while Ottawa had only 10 per cent.

Aiding the municipalities in their efforts to attract industry is the Commercial and Industrial Development Corporation of Ottawa-Carleton (CIDC), an organization established in 1962 with members from a variety of local corporations. The CIDC publicizes development opportunities in the Region, acts as an advisor to firms seeking to establish here, and provides municipalities with advice on the best means of attracting industry. Revenue for the CIDC comes from subscriptions, with those from municipal and federal government

constituting 85 per cent of the total, while corporate members make up the remainder.

The Eastern Ontario Plan, developed by the provincial government, will also have an effect on the Region, as do such assistance programmes as ARDA (Agricultural Rehabilitation and Development Act). ARDA is a federal-provincial co-operative effort aimed at assisting rural people to acquire skills, adopt techniques and finance ventures which will allow them to become economically more prosperous.

Questions to ponder on Chapter 11

1. What are the merits and disadvantages of expanding the built up area in the Region to the east rather than to the south?
2. Is it desirable and/or possible to limit urban growth in the Region?
3. What kind of a case can be made for (or against) public ownership of all land which is planned for urban development?
4. Canadians seem by and large to be wedded to the idea of home ownership. Would a shift of attitude towards much more rental housing be possible or preferable?
5. Should government policies be directed more to municipally-owned housing?
6. What are the effects and limits (if any) of the participation of citizens' groups in the planning process?
7. Are there any horrid examples of lack of planning (or bad planning) in the Region? Please specify.

Chapter 12

The Federal Presence

As Tolstoy said (in Anna Karenina): "All happy families resemble each other, each unhappy family is unhappy in its own way".

Similarly there is a sense in which the Ottawa-Carleton Region is like any other large conurbation in Canada. That is to say, many of the problems are the same - of growing urbanization, housing, public transit, water supply, sewage disposal, financial pressures, etc. In other respects the Region is unique - and these differences from other regions should be noted. They are, or course, not necessarily unhappy differences.

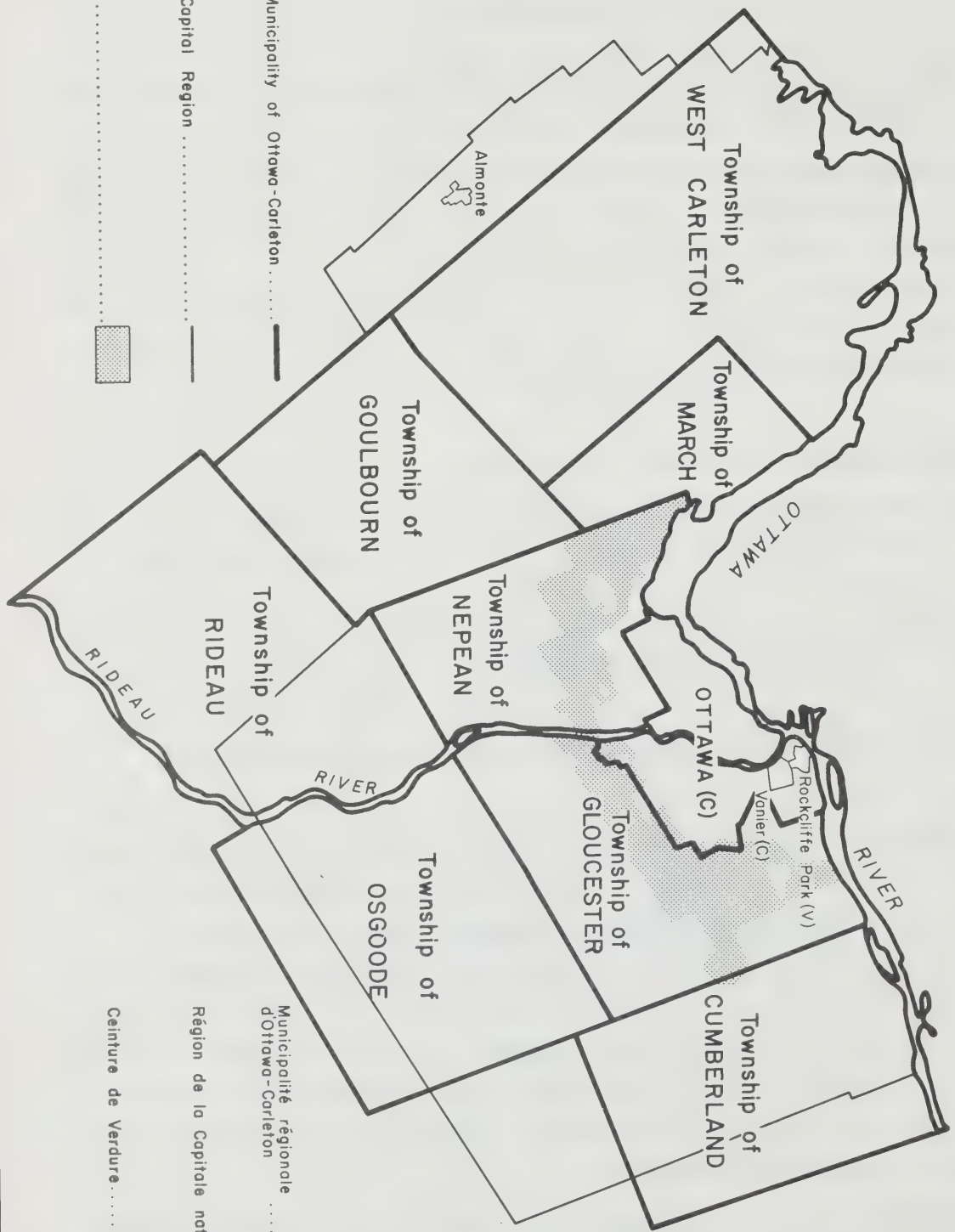
The Federal Government - general

The federal government as employer has already been mentioned in earlier chapters. Ottawa-Carleton may be said to resemble a "company town", in that the federal government is the chief employer. As such it brings great prosperity to the Region and tends to set wages and salary standards. It is also a large taxpayer through its grants in lieu for federal properties. It does not however speak with one voice and consequently the RMOC and the area municipalities must deal with a number of federal departments and agencies.

Perhaps of greater importance for this Review is that any population and demographic projections for the Region depend largely upon federal policy. Here - as on certain other points - the analogy with a "company town" breaks down. We are dealing after all with a government, not with a corporation trading in pepper or paper. Consequently, we are dealing too with politics, and all of the pressures that politicians are subject to. Moreover, the politics are those of a federal state. In Canada, we scarcely need reminding how complex these are; so much so that the phrase "federal-provincial diplomacy" is coming into general use, and even federal-municipal and tri-level relations are increasingly important.

It is impossible for a Regional Plan to be very rigid without making guesses at both the size and direction of growth of federal employment. Federal policies to decentralize departments and agencies around the country, or to expand across the Ottawa river into Quebec virtually determine the fate of the Region. No other regional government in Ontario has to consider this

R M O C with N C R and GREENBELT



Regional Municipality of Ottawa-Carleton

National Capital Region

Greenbelt



Municipalité régionale d'Ottawa-Carleton

Région de la Capitale nationale

Ceinture de Verdure



unique variable in preparing its official plan, with all the uncertainties that follows from it in terms of public utilities, transit, housing, social services and so forth.

It is worth emphasizing too that the Ottawa-Carleton Region adjoins and is linked to another province - that of Quebec, and in this respect also it is unique. This raises questions of public transit between the RMOC and the Quebec municipalities, of the building and maintenance of bridges, of the use, pollution and policing of the Ottawa river, etc.

Some of these questions have been vividly described in the Fullerton Report (1974). It can also be said that at least one of the problems has been largely settled: negotiations have resulted in a more rational and convenient use of public transit between the two sides of the Ottawa river. The question of bridges has not been so clearly settled.

The RMOC and the capital question

Ottawa is "the seat of government" or in other words, the capital of Canada. Indeed it was the seat of government before 1867. There have been proposals to make the capital a national symbol, to reflect in some way the country at large, or to be a miniature of the Canadian mosaic. In practical terms what this has come down to is the proposal that Ottawa-Hull be regarded as the capital, thus reflecting in composition the two official languages of Canada, and the two most populous provinces.

There is evidence that the municipalities and school boards are increasingly aware of this need to make the capital region agreeable to French speaking people and their children. The rapid growth in the number of French language schools attests to this. So too, in its way is the growing number of schools where English speaking parents send their children for French immersion classes, in order to make them bilingual. The federal government too spends money and effort to make the capital region more representative of the two languages.

The Fullerton Report advocated such a representative and symbolic capital. Further, a Special Joint Committee of Parliament has been set up to explore this and other related proposals. The Committee has advertised that it will begin hearings in October 1975.

It is perhaps premature to pass judgement here on this proposal for an enlarged capital, and the accompanying Fullerton recommendation of a "supra-government" for the National Capital Region. It should be noted though, the recommendation involves the ceding of powers by both Ontario and Quebec to an enlarged "supra" body. Representatives from both provinces have gone on record as opposing this plan, and there is little evidence that the municipalities themselves would welcome such a scheme.

It has also been said many times, that the national capital (however defined) should be a model city (or cities), setting an example in its planning, housing, beauty, etc., for other cities in the country. This may or may not be a good idea, but if it is to be pursued as a goal, it will require an extra-ordinary (good) federal influence on planning the RMOC and other municipalities. Failing that, it will require an extra-ordinary effort by the RMOC and other municipalities to make themselves into "models" and this is hardly likely to occur without unusually large sources of revenue - presumably from the federal purse. And if the capital as a national "model" (or example) for other cities is to be undertaken, it can hardly be copied by other cities unless they too receive extra large (federal) revenues.

There is not much to show that the federal government is especially generous to the RMOC and the area municipalities as a taxpayer. Or even that it is especially amenable to RMOC and municipal plans and zoning. Yet projects such as federal aid for sewerage to the RMOC, are by no means negligible contributions. It is true also that the cultural life of the Region is greatly enriched by the presence of the federal museums, art gallery, arts centre and the like.

Is the Region over-governed?

It is commonly said that Ottawa-Carleton is "over-governed". Partly this is because of the high visibility of the federal government and its agencies. But Parliament does not govern the RMOC any more than it governs other Canadian cities. Partly also, the idea of over-government is fed by the presence of the National Capital Commission - its parks and parkways, skating on the canal, and other activities. But again the NCC - despite its substantial role, and its large contribution to making the RMOC area a pleasant place - is not a government in any reasonable sense of the word. The NCC is a large land holder (it owns some 29 per cent of the built-up area) but it

controls and manages only the land it owns, plus certain other federal properties. It does of course like other federal agencies, pay grants in lieu of taxes, and aids the Region with sewer building and other public works.

The federal "involvement" in the Region is certainly justifiable and is an acknowledged fact. This "involvement" takes many forms: employment, parks, canal, Experimental Farm, Greenbelt, land ownership, planning, payments in lieu of taxes, etc. It is unquestionable that the federal presence looms larger in this Region than in any other part of the country. The high visibility of the Parliament and the NCC should not however be construed as evidence that they govern the Region. In at least one important respect they lack the essential characteristic of a democratic local government: accountability to local electors.

There are only two bodies which govern the Region in a municipal sense (i.e., elect councils, levy property taxes, pass zoning by-laws, etc.). These are the RMOC itself, and its component area municipalities. In short, this Region is governed like any other regional government in Ontario, by the familiar two-tier municipal system with its division of functions.

Questions to ponder on Chapter 12

1. In what ways could the relations between the federal and municipal authorities in the Region be simplified and/or improved?
2. Should the uses to which the Greenbelt is put, be made more flexible?
3. Should the Experimental Farm continue to be a "sacred cow"? Are there justifiable alternative ways in which a large part of it may be employed?
4. How valid are the Fullerton Report proposals for a federal "seat at the table" in actually governing the Region?
5. Should there be local participation (by citizens and/or municipalities) in the development of the NCC plans for the Region?

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